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The opinions expressed in this research paper as well as the interpretation of the data and findings provided to us by our partners are entirely the responsibility of the Community Social Planning Council of Toronto.

The Community Social Planning Council of Toronto will develop further research and policy work on the basis of the issues and priorities identified by this project. For further information contact Ted Richmond, Program Manager.

Introduction

For more than sixty years, the Community Social Planning Council of Toronto (CSPC-T) and its predecessor agencies have tracked social conditions, monitored municipal service issues and analyzed policy and program change impacting the quality of life and well-being of Toronto residents. Through its research efforts, the Council identifies social trends and advocates for policy solutions to address needs and inequities within Toronto neighbourhoods and communities. From the 1960's to the present, four reports in particular reflect this tradition of social research.

In 1963, the Social Planning Council of Metropolitan Toronto (SPC), one of CSPC-T's predecessor agencies, released *The Needs and Resources Study*. This landmark report, documenting the social needs of and resources available to Toronto residents, called for cross-sectoral planning and coordination of municipal services, greater support from senior levels of government and reforms to service delivery in the social services.

Published in 1976, the SPC's *Metropolitan Official Plan* provided an analysis of community service delivery models and their financing in effect at the time. In documenting the poor coordination, fragmentation and confusing nature of social service delivery systems, the Council argued that local government had a central role to play in coordinating and delivering accessible and equitable social services to Toronto residents. The support and cooperation of senior governments were considered essential to the success of the Metro government in this regard.

In the late 1970's and early 1980's, the SPC's two-volume *Metro's Suburbs in Transition* (1979, 1980) was released. In contrast to commonly-held assumptions about the affluence of Metro Toronto's suburbs, this groundbreaking study revealed the rising incidence of economic

hardship in these communities. The Council called on political decision-makers to make the necessary investments in order to reverse the growing trend of poverty and inequity within Toronto's suburban neighbourhoods.

Released in 1997, the SPC's *Profile of a Changing World* demonstrated the impact of government cutbacks on community agencies and the people that they assist. This follow-up survey confirmed disturbing trends identified in an earlier joint report by Metro Community Services, City of Toronto Urban Development Services and the SPC (1996). Funding cutbacks had resulted in program reductions and cancellations, increased staffing workloads, greater reliance on volunteers, an inability of volunteers to bridge the staffing gap and the introduction of and increases to user fees. With demand for services on the rise, many agencies reported a decreased capacity to meet the needs of community.

With its focus on Toronto neighbourhoods and communities at risk in the post-amalgamation era, the current report presents findings from our most recent research effort to emerge from this long-standing tradition of social research. This report highlights community perspectives with respect to three main issues: 1) municipal services with a focus on social infrastructure, 2) community capacity building and the role of municipal government, and 3) civic engagement in municipal politics. Policy issues and areas for further research exploration are identified.

Method

This study examines the local impacts of five years of amalgamation on marginalized communities in the new City of Toronto. As amalgamation has not taken place in isolation from other factors, we considered the impact of amalgamation within the context of policy response (or non-response) at senior levels of government. Communities selected for inclusion in the study included geographic neighbourhoods and communities of interest. Twelve neighbourhoods defined according to the City's community planning area schema were selected: Black Creek, Mount-Olive Silverstone-St. Jamestown, Crescent Town, Thorncliffe Park, Flemingdon Park, Scarborough Village, Dorset Park, Regent Park, North St. Jamestown, South Parkdale, Beechborough-Greenbrook and Mount Dennis (see Appendix C for maps). Neighbourhood selection was based on several factors related to or indicative of risk and marginalization: incidence of poverty, immigrant population, newcomer population, lone-parent families, home language not English or French, visible minority status, unemployment rate, youth unemployment rate, less than high school education, households in core housing need and dwellings requiring major repair. Data from the 1996 Census was used for neighbourhood selection as 2001 data was not yet available. Selection was geographically stratified in order to allow for representation within each of the former municipalities. Selected communities of interest included youth and racialized communities given the marginality and risk associated with group membership.

The study methodology involved both quantitative and qualitative data collection and analysis, with a focus on the latter. City staff members from the Toronto Public Library, the Parks and Recreation Division, Children's Services, Toronto Public Health and the Social Development and Administration Division provided service level indicator data, programs

descriptions and maps for selected neighbourhoods. Qualitative data was collected through six focus groups and twenty-one key informant interviews. Participants included representatives from community groups and social service agencies located in and/or working with selected communities as described above. City staff engaged in related work also participated in focus groups and key informant interviews. In total, 50 people participated in this study including 39 focus group participants and 21 individuals in key informant interviews. This report documents the dominant themes that emerged from these discussions with relevant City service level information. For an extended description of the study methodology and list of participants, please see Appendix A and B.

Public Library Services

Service Level Indicators.

Toronto Public Library staff provided the CSPC-T with service level indicators for 2001 and projected figures for 2002. Projected figures are based on actuals from the first three quarters of the year. Information was provided on general, class and group, literacy and English-as-a-Second-Language programs for libraries within or nearby each of the twelve study neighbourhoods. At present, there is no library operating within the boundaries of the North St. Jamestown neighbourhood. Service level indicators for the Parliament Library located south of North St. Jamestown at Parliament and Gerrard Streets were used. Planning for a library, recreation centre and daycare centre in this neighbourhood is currently in its advanced stages. Service level indicators include number of programs and attendance in programs.

As shown in Figure 1, the total number of program sessions offered at libraries within or nearby study neighbourhoods is expected to increase according to 2002 projections for most of the selected areas. Figure 2 shows the number of people who attended these programs in 2001 and are expected to attend in 2002 for each neighbourhood. With the exception of libraries serving Flemingdon Park and Mount Dennis neighbourhoods, total program attendance in 2002 is expected to exceed 2001 service levels. Toronto Public Library staff noted that the Flemingdon Park library has experienced increased circulation over the past year. In South Parkdale, number of program sessions and attendance has increased dramatically in all program areas. By year end, literacy program sessions and literacy program attendance in the Parkdale Library is expected to see a more than five-fold increase and a more than four-fold increase over 2001 figures, respectively. Graphs showing service level statistics for each separate program area are included in Appendix D.

Figure 1. Number of Sessions by Neighbourhood

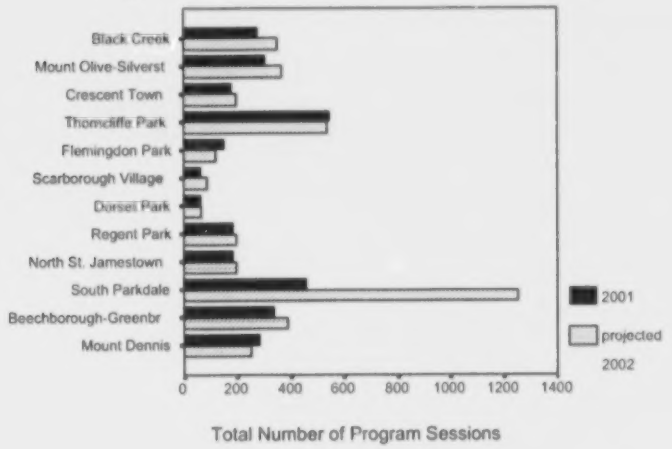
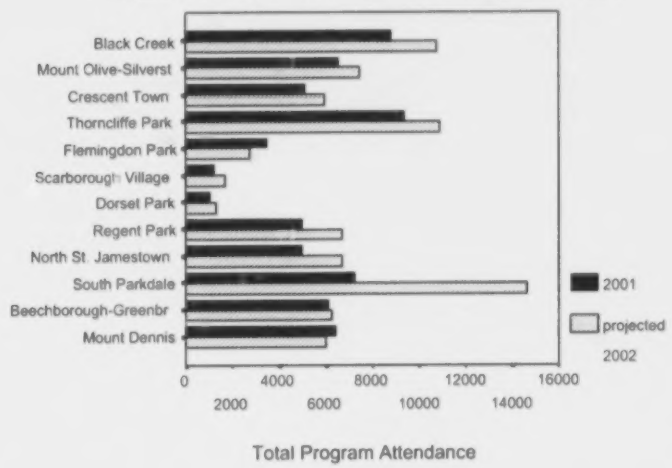


Figure 2. Program Attendance by Neighbourhood



Since Toronto public libraries are accessible to residents from across the city, residents from outside of the study neighbourhoods take part in the programs reflected in the service level statistics presented above. Further, residents from the study neighbourhoods may use other libraries throughout the city as well. Therefore, additional information is needed to better

understand the library programming use and needs of residents from particular neighbourhoods and communities of interest.

Since amalgamation, a number of library services have been expanded across the city including increased public computer access, Sunday service, number of ESL classes and newcomer children's programming. Access to computers in public libraries doubled since amalgamation with 1,787 computers available for public use in 2002. In 2001, the Toronto Public Library with Community and Neighbourhood Services initiated the Kids @ Computers Program, providing computers and training to children and families on social assistance. This and other municipal programs have been funded through a 'reward' provided by the provincial government to the City of Toronto in return for meeting their OntarioWorks workfare targets. This funding source and related issues are discussed later in this report.

Community Voices.

The majority of participants who discussed library services reflected favourably on these services. In particular, community members commended library staff for successful outreach strategies and inclusive programming. Sharon Shelton, Executive Director of Tropicana Community Services remarked: "They do pretty well in their ability to reach out to the Black and Caribbean community. There are one or two that do more than others, Parkdale comes to mind, where they invite Black storytellers to come in. They take part in Black History month in a major way. But they're one of the few areas of the City where you see Black events happening." Similarly, libraries in Regent Park were credited with providing culturally appropriate programming to local immigrant communities. Responsiveness and continued accessibility of service were identified as positive traits of the library system. Participants' feedback mirrored

the findings of a recent Toronto Public Library survey where more than three-quarters of Toronto residents surveyed expressed positive regard for public library services (Toronto Public Library, 2001, September 24).

Barriers to equitable service delivery including lack of local access to books in specific languages were raised. For example, materials in the Eritrean language are only available downtown through the Toronto Reference Library. While the Toronto Public Library hosts one of the country's largest multilingual collections of books and magazines including titles in more than 100 languages, selections may only be available in particular branches or reference libraries, limiting local neighbourhood access. In addition, reference library materials are not available for circulation and can only be read within the library.

Participants raised two issues with respect to civic engagement and public libraries. First, public libraries have an opportunity to play an important role in civic engagement education by providing community space and resources to facilitate these needed activities. Second, fees for library space were identified as a barrier to realizing this potential. While most of the focus of the discussion regarding community space centred on schools and community centres, barriers to accessing library space were mentioned.

Library staff identified challenges working within the system such as the need for support around working with homeless people. Toronto Public Library District Manager Barbara Tinsley raised some of the challenges library staff face: "We need staff with community development and outreach expertise who can provide referral information and support. In many instances, the problems people experience go beyond the capacity of the staff to respond."

Steve Burdick, Library Division Executive Member from CUPE-LW, discussed the impact of reductions in staffing levels and the strategy that the Toronto Public Library has

adopted since amalgamation to address patrons' needs. He explained: "The earliest library service planning documents show that the library had a clear intention to reduce staffing levels in most areas with the exception of Information Technology. In part, the library has increased its reliance on electronic resources as a strategy for addressing needs, but the service created its own set of needs. The body of knowledge is so vast and so complicated that basically the library staff function as intermediaries to help people find what they need. Needs are increasing, while resources are not."

The Toronto Civic Action Network's recent report, *Toronto's Quiet Crisis*, documents the mounting funding problems plaguing City services including the Toronto Public Library (Clutterbuck & Howarth, 2002). According to Clutterbuck and Howarth, substantial funding cuts to the library service over the past decade have resulted in dramatic understaffing, cutbacks in acquisition of new collections items and a funding shortfall for repairs and maintenance of buildings and information technology systems.

Initiated in 1998, the amalgamation of Toronto's library systems has resulted in an additional challenge to the maintenance of quality library services. Prior to amalgamation, seven separate public library systems were in operation (Toronto Transition Team, 1997). Amalgamation led to the introduction of the new Toronto Public Library system, the largest one in Canada, with 98 branches including two reference and research divisions. As the amalgamation process involved unionized and non-unionized sites, labour issues such as the pressing need for wage harmonization have not yet been resolved. Implementing a fair and equitable wage structure for this new workforce is likely to result in substantial financial costs for the Toronto Public Library, adding to the existing funding pressures impacting the system.

While study participants praised the quality of service at Toronto's public libraries, Toronto Public Library's funding issues, understaffing and challenges related to wage harmonization suggest that the quality of the service at current funding levels is not sustainable. Participants' comments recognize dedicated library staff members as the bedrock of the public library system. While high caliber staff may be able to stall the erosion of service levels in the short-term, it is clear that high quality service, and expanded services such as the acquisition of more linguistically-diverse collections, cannot be sustained or introduced if chronic underfunding remains the order of the day.

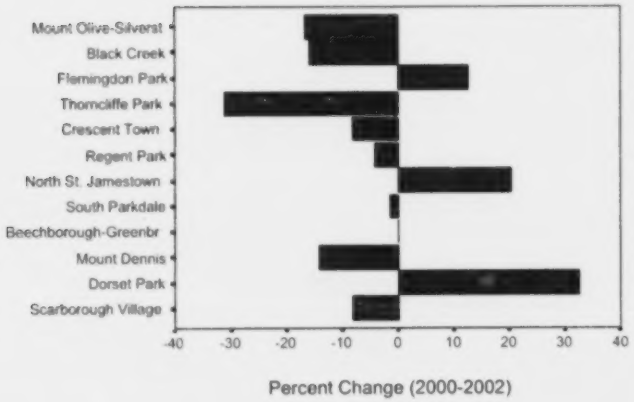
Community Centres and Recreation

Service Level Indicators.

The Parks and Recreation Division provided CSPC-T with program statistics for the twelve neighbourhoods included in this study. They were able to provide program statistics by season (winter, spring, summer and fall) for 2000, 2001 and 2002. Fall 2002 data was not yet available. Program statistics include the number of courses provided that require registration, number of registrants and number of people on waiting lists for registered courses. Figures are based on Parks and Recreation programs operating either within each neighbourhood or within 1000 metres of the neighbourhood boundary. Number of drop-in sessions and number of drop-in participants for the twelve selected neighbourhoods were provided for 2001 and 2002. Drop-in statistics are based on programs operating within selected neighbourhoods only. Note that participation rates may have been affected by the school support workers' strike in the spring of 2001 and the 2002 summer City workers' strike. The first strike impacted on programs operated in public schools and the latter resulted in the closure of community centres.

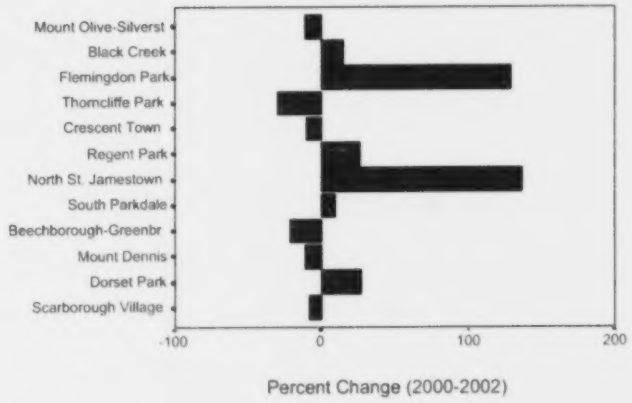
Figures 1, 2 and 3 show the percentage change between 2000 and 2002 in number of registered courses provided, number of registrants and number of people on waiting lists for each neighbourhood, respectively. Since Fall 2002 data was not available, figures from winter, spring and summer seasons were used to allow for appropriate comparisons between the years. The number of registered courses declined in most study neighbourhoods with the exception of Flemingdon Park, North St. Jamestown and Dorset Park. The number of courses provided in the Beechborough-Greenbrook neighbourhood was almost constant.

Figure 1. Percent Change in Number of Classes Provided by Neighbourhood: 2000-02



As shown in Figure 2, the number of program registrants increased between 2000 and 2002 in half of the neighbourhoods and decreased in the other half. Consistent with the increase in number of programs offered, program registration more than doubled in Flemingdon Park and North St. Jamestown.

Figure 2. Percent Change in Number of Registrants by Neighbourhood: 2000-02



As shown in Figure 3, the number of people on waiting lists for registered programs decreased between 2000 and 2002 for seven study neighbourhoods and increased for the remaining five. All three downtown neighbourhoods included in the study experienced waiting list increases. Despite increased course offerings and registration spaces in Flemingdon Park and North St. Jamestown, waiting lists in these neighbourhoods almost doubled over the two-year study period.

Figure 3. Percent Change in Number on Waiting List by Neighbourhood: 2000-02

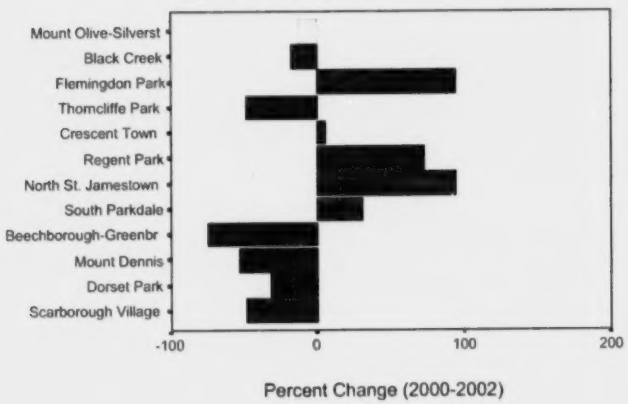


Figure 4 shows the number of people on the 2002 waiting lists as a per cent of the total registrants by neighbourhood. This graph provides a means of assessing the extensiveness of the waiting lists relative to registered program capacity by neighbourhood. The total number of people on waiting lists during the winter, spring and summer in 2002 exceeded more than one-quarter of the total registrants for courses in Mount Olive-Silverstone-Jamestown, Flemingdon Park, Crescent Town and North St. Jamestown. Again despite expansion in Flemingdon Park and North St. Jamestown, demand for registered programs is extensive and growing.

Figure 4. Number of People on Waiting List as a Percent of Registrants: 2002

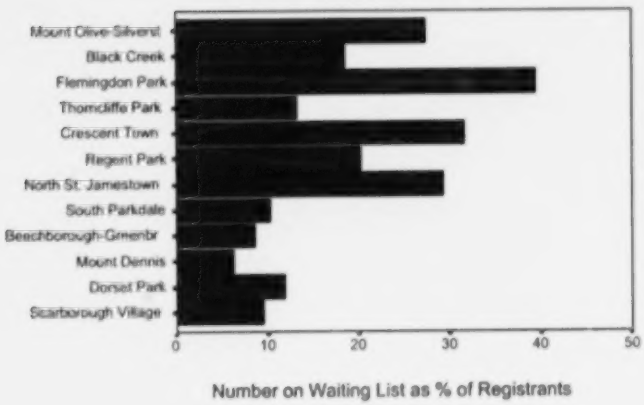
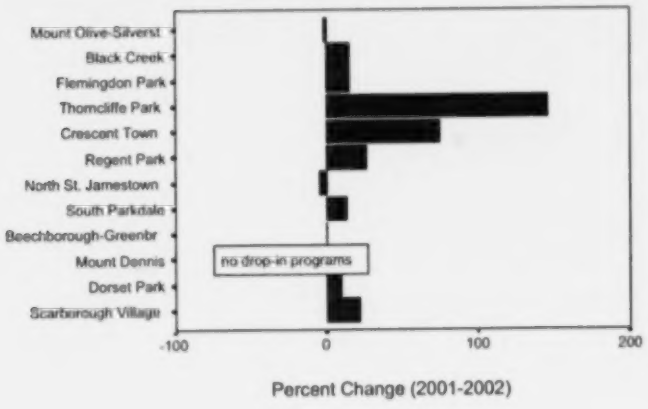


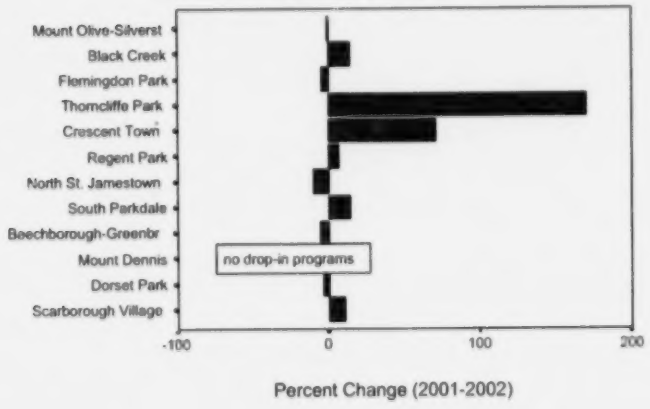
Figure 5 and 6 show the per cent change in the number of drop-in sessions offered and the number of people who participated in drop-in programs between 2001 and 2002, respectively. As shown in Figure 5, the number of drop-in sessions offered increased substantially in most study neighbourhoods over the past year. In Thorncliffe Park where the number of registered course offerings decreased substantially, the number of drop-in sessions more than doubled over the past year. Registered courses in Crescent Town were also reduced along with a substantial increase in the number of drop-in sessions offered. However, the waiting list for registered courses in Crescent Town remains extensive. None of the facilities in the Mount Dennis neighbourhood offer drop-in programs. However, drop-in sessions are available in the adjacent Beechborough-Greenbrook neighbourhood.

Figure 5. Percent Change in Number of Drop-In Sessions by Neighbourhood: 2001-02



As shown in Figure 6, drop-in session participation increased in six study neighbourhoods and decreased slightly in five neighbourhoods over the past year. Consistent with the increased drop-in session offerings, participation increased substantially in Thorncliffe Park and Crescent Town.

Figure 6. Percent Change in Number of Drop-In Participants by Neighbourhood: 2001-02



These graphs provide a brief glimpse into recreation service trends in selected high needs areas during the recent post-amalgamation period. However more detailed information and analysis is required to better understand the impact of these and other service level indicators on local communities. For example, the extent to which local communities are accessing programs in their neighbourhoods is unclear. In addition, the data does not speak to the fit between specific program offerings and local community needs. In the following section, we consider issues raised during focus groups and key informant interviews with respect to recreation programming in the city.

Community Voices.

Many participants voiced concerns regarding a lack of access to and equity in recreational programming across the city. While a few community members described improvements during the post-amalgamation period with respect to specific programs, most comments regarding recreation focused on problems related to affordability, availability, local access and cultural appropriateness of programs. Participants identified the introduction of user fees, complicated registration processes, and too few programs and program spaces as barriers to participation. While Parks and Recreation brochures and materials are available in several languages, lack of access to those materials was thought to pose a significant barrier to participation for many new and emerging communities. Few participants were aware that subsides were available through the Parks and Recreation Division's Welcome Policy, suggesting a need for greater promotion of available supports as well. In neighbourhoods without community centres, transit cost and travel time can present additional barriers to using facilities in adjacent communities.

Community members raised additional concerns regarding recreation centre programming. Participants from the youth focus group pointed to the need for older youth programming, developed and facilitated by youth. Some community members focused on the need for programs oriented specifically to older girls and young women. Several participants suggested that more work is required to deliver culturally appropriate programming, oriented to the interests of local communities. Community members were also concerned by a lack of cultural competence and sensitivity among some recreation centre staff. Further, participants commented on how the workforce of particular centres did not reflect the ethno-racial makeup of the local community it served.

Ironically, Parks and Recreation Division's inclusive policy of allowing all residents of Toronto access to community centres citywide has not appeared to serve all residents equally well. Residents living near the boundaries of former municipalities benefited by being able to register for programs in community centres that previously fell within a separate jurisdiction. For example prior to amalgamation, residents of the former municipality of York were only able to register for programs in the former City of Toronto once the City of Toronto residents had registered, regardless of their proximity to the centre.

On the other hand, close proximity to community centres has not ensured access to programs. Many participants noted that local communities were sometimes unable to access programs in their own neighbourhoods because program spaces had been filled by residents from outside of the neighbourhood. In this instance, city-wide access to programs coupled with inadequate program capacity set the stage for a competition between residents for limited program space. Those most able to navigate through the registration process were most likely to gain access to programs. Marginalized communities, in particular newcomers with limited

experience of the system, may be at a disadvantage in this regard. Many participants voiced concerns regarding lack of access to public space within community centres, as well as, public schools. These issues are considered in greater detail in the next section of the report.

In contrast to the opinions expressed by study participants, a recent telephone survey commissioned by the Parks and Recreation Division found that almost all respondents were at least somewhat satisfied with their visits to Toronto community centres. In October and November 2001, the Parks and Recreation Division commissioned Environics Research Group to conduct a telephone survey assessing satisfaction levels and perceived community impact of the division's services among Toronto residents (cited in Toronto Parks & Recreation, 2002). Five hundred and thirty-three Toronto residents aged 18 and older took part in the survey. Among Toronto community centre visitors, 40 per cent were very satisfied and 53 per cent were somewhat satisfied with their visits to the centres. A large majority of respondents perceived Parks and Recreation services as having an important impact on the health and wellbeing of communities. It is unclear from the results reported whether responses varied by geographic neighbourhood or communities of interest. Due to the methodology employed, the opinions of the poorest residents, those without telephones, were excluded from the survey.

Parks and Recreation Director John Macintyre described some of the challenges the division has faced over the past five years. Prior to amalgamation, seven former departments were in operation including six local and one metro-wide division. Amalgamation involved the consolidation of not only budgets and organizational structures but also very different organizational cultures. The initial financial impact involved a reduction of 10 per cent across the board, resulting in the loss of 356 full-time equivalent positions. John Macintyre described the effect: "Through the amalgamation process, there were many changes in staff assignments.

As a result, there were shifts in the organizational culture and adjustments to front-line services." Workloads increased across the division as a result of the reduction. After the initial reduction, City Council did increase funding levels allowing the division to fill approximately 100 full-time equivalent positions. However front-line service levels and management positions continue to be below those present prior to amalgamation.

In an attempt to reconcile their new financial situation, the division instituted a system of user fees. The initial user fee policy involved free access to all basic level programs with fees applied to programs involving more advanced skill levels only. Under this arrangement, large numbers of people registered for basic level programs but many did not attend the full course. Attendance in many classes dropped off after a few weeks, leaving open spaces that could not be filled so late into the term. Lack of revenue limited the amount of basic level classes that could be offered.

This initial user fee system was replaced with the current system, in which 25 community centres in high needs areas have been designated as priority centres and provide all programming free of charge. Eleven priority centres are located in seven of the twelve study neighbourhoods (see Appendix E for map). An additional three priority centres are located within 1000 metres of study neighbourhood boundaries. According to John Macintyre, program use in these centres is extremely high. In non-priority centres, user fees of $25 are charged for all basic programs such as basic swim and karate. User fees were increased for programs that had formerly been fee-based. Small specialty programs at intermediate and advanced levels are offered at higher rates. Additional revenue from user fees has allowed the division to expand programming. However, more need remains in communities than can be met at current funding levels.

Residents are able to apply to have user fees waived through the division's Welcome Policy. Information about the Welcome Policy is provided in *Toronto Fun*, the Parks and Recreation program, and applications are available through community centre staff and online through the City of Toronto website. The online application is available in seventeen languages in addition to English. While the Parks and Recreation home page includes a link to the "Welcome Policy", it is not clear from the home page that the Welcome Policy is a subsidy policy.

The Parks and Recreation Division has obtained small pockets of additional funding allowing them to implement some new initiatives directed specifically at marginalized communities with a focus on children and youth. Over the coming year, the division will receive an additional two million dollars through special one-time provincial funding. These funds are part of the ten million dollars that the City of Toronto will be receiving in exchange for surpassing its OntarioWorks' Community Participation targets. In anticipation of this infusion of funds, the division developed 94 project submissions for consideration. Community centres provided substantial input to help inform the focus of project submissions. Public input through focus group consultations has contributed to allocation policies as well. Community advisory boards within many facilities provide an official and ongoing avenue for civic engagement into Parks and Recreation operations and activities.

Despite attempts to ensure access of service through the introduction a combination of free and user fee-based programs, accessibility continues to be an issue for many community members. Further, more research is needed to determine the extent of accessibility of local programming in poor and marginalized neighbourhoods. Increased funding is required to ensure accessible service. As well, additional community outreach strategies and effective mechanisms

for community input into program development will aid community centres in their aim of meeting local needs and ensuring culturally-appropriate programming and service.

Participants in this CSPC-T study and respondents to the Parks and Recreation survey alike saw the importance of recreation programs to the healthy development of children and youth. Study participants conceptualized accessible and culturally appropriate programming as a protective support for at-risk youth. Local access to affordable and appropriate recreational programs is particularly critical in light of the extent of child poverty and the rising incidence of child obesity and diabetes. In Toronto, one in three children live in poverty and two-thirds of school-aged children are not physically active enough to ensure optimal health and development with the incidence of childhood obesity increasing dramatically (United Way of Greater Toronto and the Canadian Council on Social Development, 2002; Toronto Children and Youth Action Committee, 2002).

The Welcome Policy, the Parks and Recreation Division's subsidy policy, is an important support for accessing user fee-based programming, albeit a distant second choice compared to the largely free access available in many centers prior to amalgamation. In general, subsidy application processes can be experienced as demeaning, thereby presenting an additional barrier to participation. Participants' comments from this CSPC-T study suggest that additional efforts are needed to increase awareness of the Welcome Policy.

Access to Space

Several focus group participants and many respondents from key informant interviews identified lack of access to affordable public space in the city as a serious problem for community groups and a significant barrier to community capacity building and civic engagement. The issue of lack of affordable space was not restricted to specific geographic neighbourhoods or communities of interest but spread across the city. However, high permit fees were thought to have a particularly adverse impact on marginalized and racialized communities with limited resources at their disposal.

Participants conceptualized space as the foundation of community life, the bedrock of program development and a critical support for new, fledgling groups in the city. Some participants discussed the issue of space in direct relation to the lack of core funding needed to stabilize the community sector. In the absence of core funding to procure space together with a lack of affordable space, community groups and agencies were restricted in their ability to provide programs. In particular, agency representatives stressed their inability to provide adequate programming to at-risk youth due to space constraints. Participants linked space constraints with a deepening inequity in service provision in general. Many expressed concerns regarding the long-term costs and societal consequences associated with lack of community access to affordable space.

> "It used to be that we accessed schools for free. Costs have gone up significantly. So to run a basketball program now, it's costing us $2100 for four hours a week for 32 weeks. And that's the non-profit price."
>
> - Ed Castro, Co-ordinator, West Scarborough Boys and Girls Club

As Parks and Recreation Director John Macintyre explained, the funding formula has had multiple adverse impacts on communities. The Parks and Recreation Division has been charged even higher amounts for use of school space than community groups and non-profits. In Etobicoke where stand-alone community centres are scarce, the Parks and Recreation Division had used public schools for much of its programming. In response to fee increases, the division has had to relocate as many programs as possible to its own facilities. This relocation of programs out of schools into City-owned facilities has resulted in lost local neighbourhood access to programs in communities without Parks and Recreation facilities. As well, there is less space available for new groups in Parks and Recreation facilities as a result of their strategy to maximize use of their own space.

Introduced in 1997 through Bill 160, the provincial funding formula has resulted in serious consequences for public education in Ontario. According to the People for Education's *2002 Elementary School Tracking Report,* Ontario schools have been forced to cut back significantly on core activities and supports since the introduction of the funding formula. Ontario schools are reporting extensive waiting lists for special education, employing fewer librarians, music teachers and full-time principals, offering fewer ESL programs despite need, and finding more and more buildings in need of repair. Relying increasingly on fundraising activities to provide for essentials, schools have few resources to maintain their role as providers of accessible community space.

In response to the inadequacies of the funding formula, the Toronto District School Board (TDSB) and the Toronto District Separate School Board began setting permit and leasing fees on a cost-recovery basis in 2000, resulting in skyrocketing costs to community groups and others. In addition, the TDSB reduced hours of access in some schools. Even with somewhat reduced

rates for non-profit and community groups, many organizations can no longer afford the new costs for space in Toronto schools.

Historically, Toronto public schools served multiple functions within communities at the end of the school day. After hours, public schools provided space for child and youth after-school programs, social and recreational activities for children, youth and adults alike, newcomer and settlement services, and community and cultural events. City-funded child care centres have also operated out of public schools by day. The current funding formula does not take into account these critical functions.

The City of Toronto, the United Way of Greater Toronto and many community groups including CSPC-T have been actively working on the issue of access to space. Initiated in April 2002, the City of Toronto's Community and Neighbourhood Services department and the United Way of Greater Toronto released results from a study of community space issues, documenting five main findings: 1) fewer groups were using City-owned and school space, 2) more groups moved out of school space than City-owned space, 3) decline in use of school and City-owned space was primarily due to increases in fees, 4) many groups were relocating programs, and 5) community groups were cutting back or canceling programs and/or increasing user fees due to space affordability issues (Toronto City Council, 2002, July 30, 31 and August 1). While space is available through the school system, it is no longer affordable to many groups.

In October 2002, City Council adopted the Policy for City-owned Space Provided at Below-market Rent recommended by the Chief Administrative Officer (Policy and Finance Committee Report No. 13, 2002, October 1). The policy provides an inventory of City-owned facilities occupied at below market rents and outlines some initial eligibility criteria for accessing space. It is a first step in establishing a process for allocating City-owned space to non-profit

community and cultural organizations. Over 2003, a City Below-market Rent Space Implementation Team will develop departmental procedures for the allocation of space to allow for the implementation of the City's policy in time for the 2004 budget.

In November 2002, the United Way's Task Force on Access to Space released *Opening the Doors: Making the Most of Community Space.* The task force was initiated as part of the United Way of Greater Toronto's *Strong Neighbourhoods, Healthy City* strategy, a $5 million initiative in aid of the development of healthy communities. The report makes several recommendations to increase access to space for communities, including changes to the education funding formula, the creation of a provincially- and municipally-supported Community Use Fund, the prioritization of community access to public space over the raising of revenues through user fees by the City of Toronto, co-operation and assistance from the real estate sector and the maintenance of surplus schools for community use.

Community groups including the CSPC-T have responded to the lack of access to space by establishing the Save Public Access to Community Space Everywhere (S.P.A.C.E.) Coalition. Through the S.P.A.C.E. Coalition, provincial and local organizations are advocating for affordable access to space in public facilities including schools to allow for needed community programming. Specific recommendations include: 1) amending the funding formula to take into account the critical roles that schools play within the larger community, 2) introducing an alternative funding mechanism to ensure community use of space in the event that changes to the funding formula do not support access to space, and 3) addressing the current crisis by immediately introducing a 2002-2003 transition plan to ensure community access to space in schools (Fitzpatrick, no date). The S.P.A.C.E. Coalition has also called for the introduction of a

transparent process for allocating City-owned and school space. We continue to work with the coalition to advance these critical issues.

Public Health

Service Level Indicators.

Toronto Public Health staff provided CSPC-T with information regarding department programs and program change since amalgamation. Three nutrition programs are the focus of the current analysis: 1) prenatal nutrition and support programs, 2) peer nutrition programs, and 3) student nutrition programs. Toronto Public Health's prenatal nutrition and support programs include the Canada Prenatal Nutrition Program (CPNP) and the Healthiest Babies Possible (HBP). Under HBP, public health nurses and dieticians visit high risk pregnant women in many neighbourhoods across the city. CPNP and HBP provide services such as food and nutrition supplements, dietary counseling, health education and support to at risk and high risk pregnant women. Since amalgamation, the number of CPNP and HBP program sites has increased four-fold to 104 community sites. In 1998, CPNP and/or HBP programs were located in or adjacent to 7 of the 12 selected study neighbourhoods: Mount Olive-Silverstone-Jamestown, Black Creek, Mount Dennis, Beechborough-Greenbrook, South Parkdale, North St. Jamestown and Regent Park. In 2001, programs were operating in or adjacent to all 12 selected neighbourhoods. Total program sites increased from 8 in or adjacent to study neighbourhoods in 1998 to 50 in 2001.

In 2000, Toronto Public Health introduced the Peer Nutrition Program. The program aims to improve infant and child feeding practices and food selection and preparation for families missed by traditional nutrition programs. It is available to parents of children aged six months to six years from ethno-racially diverse communities. Initially, 562 parents and caregivers took part in nutrition promotion workshops and 89 parents and 111 children participated in a hands-on, in-depth nutrition and food skills education series through the Peer

Nutrition Program. In 2001, 71 peer nutrition programs were operating across the city and 9 drop-in programs had opened. Facilitated in 24 languages, these programs have assisted over 2,600 children. Peer Nutrition Programs are located in or adjacent to 11 out of 12 of the study neighbourhoods. At present, there is no program located in or adjacent to the Crescent Town neighbourhood.

While the number of student nutrition programs has not changed substantially since 1998, number of meals and snacks provided had doubled by 2001. As well, the number of children served by student nutrition programs increased dramatically. In 1998/99, 175 program sites were in operation. In 2001/02, 34 of those sites were no longer in operation but an additional 48 sites opened. In 1998/99, 14 per cent of the student nutrition program sites (24 sites) were in the study neighbourhoods and an additional 39 per cent (68 sites) were in adjacent neighbourhoods. In 2001/02, 16 per cent (30 sites) were in the study neighbourhoods and an additional 48 per cent (90 sites) were in adjacent neighbourhoods. In 2001/02, student nutrition programs were in operation in 11 out of 12 of the study neighbourhoods. With only one elementary school, the Beechborough-Greenbrook neighbourhood did not have a student nutrition program. Eleven programs were in operation in neighbourhoods adjacent to Beechborough-Greenbrook.

Toronto Public Health noted an increase in the funding sustainability of student nutrition programs over the past five years. In addition to the funded programs included in Toronto Public Health's database, there are additional programs that are not funded but operating throughout the city. For this reason, the current program site count does not accurately reflect the extent of program expansion.

While the number and capacity of the city's nutrition programs have expanded extensively since amalgamation, the Toronto Civic Action Network has documented close to $5

million in cuts to 18 public health programs over the past five years (Clutterbuck & Howarth, 2002). In addition, local research reveals the growing number of Toronto residents turning to food banks for assistance (Daily Bread Food Bank, 2002). On a monthly basis, 115,000 people received emergency grocery supplies from a Toronto food bank during the Spring of 1998. During the Spring of 2002, that number increased to a staggering 155,000 people. Despite the assistance of a food bank, 42.6 per cent of adult food bank recipients experience hunger compared to 15.4 per cent in 1998. Among Toronto's children receiving charitable food assistance, 32 per cent experience hunger today compared to 18 per cent in 1998.

Community Voices.

While most health concerns raised by participants fell within the jurisdiction of the federal and provincial governments, a few issues pertinent to Toronto Public Health programming were discussed. One participant identified the need for culturally appropriate health promotion information. In particular, educational materials dealing with HIV and AIDS, healthy sexuality and substance use were mentioned. Another person recommended expanded services to reflect the time restrictions placed on working parents where daytime hours are not accessible. One participant discussed the need for more proactive approaches involving prevention and outreach to support people facing multiple hardships. Concerns were raised over the reactive nature of some mental health services.

A few participants spoke in support of expanded harm reduction programs in the city. Addictions councilors working from a harm reduction perspective support people with addictions in finding ways to minimize the harm or risk associated with their substance use rather than focusing on the goal of abstinence. One participant identified the need to incorporate harm reduction programs in the shelter system. At present, few shelters accept homeless people who

are actively using substances. The criminalization of substances was perceived as a barrier to health promotion for people with drug addictions within this context.

Participants were particularly familiar with the Toronto Public Health's Peer Nutrition Program. It was described as a creative and effective community capacity building program. Participants remarked on its positive impact on ethnically and culturally diverse communities within the city. Through the Peer Nutrition Program, community members are hired and trained to provide culturally- and linguistically- appropriate education and support to families with young children within their communities. The overriding goal of the program is to enhance children's nutritional status. Further, the program provides an additional source of support to parents, including many newcomer families acclimatizing to life in Canada. The efforts of the City of Toronto's Children and Youth Action Committee were seen as a major factor in the maintenance and expansion of this program and other Toronto Public Health child health-oriented programs.

Speaking from a municipal perspective in a key informant interview, Toronto Public Health Social Epidemiologist Dianne Patychuk described some of the challenges experienced by the department under amalgamation. Dianne explained: "Amalgamation for us meant bringing together six health units with different organizational cultures, different ways of responding to their City Council in terms of budget process, different approaches to serving high risk groups. We have experienced a huge amount of change in the last five years but we are still not done in terms of revising services to implement best practices, identifying access barriers, responding to diversity of needs, internally reorganizing, setting priorities, and distributing resources and staff." The Boards of Health of the six health units made the case that any amalgamation savings should be retained to address unmet health needs but instead the public health unit incurred cuts

from the municipality. While provincial funding has buoyed Toronto Public Health's budget, related service delivery is strictly mandated by the provincial government, allowing little flexibility in program development. City Council has funded some program expansion but the department continues to face many challenges in matching services with changing needs across the city.

With respect to issues falling outside of the jurisdiction of Toronto Public Health, lack of OHIP coverage for dental care and specific medications were named as specific barriers to maintaining good health. The City of Toronto provides dental services free of charge to low income seniors, children up to the eighth grade and ESL high school students (Toronto Public Health, no date). Social assistance recipients have access to a drug card to cover medications but only emergency dental services are available for adult recipients according to the discretion of Toronto Social Services (Toronto Public Health, 2001). However, the working poor who hold positions without benefits are particularly hard pressed to pay for these essential services out of pocket as well.

"Dental care should not be seen as a luxury." Dwayne Shaw, Supporting Our Youth

In discussions of health issues, participants emphasized the social and economic factors that contribute to ill health. In particular, food insecurity and homelessness were seen as contributors to ill health and the consequences of poverty and lack of affordable housing. Within the provincial jurisdiction, abysmally low social assistance rates, inadequate and inaccessible provincial disability supports, a poverty level minimum wage rate and lack of affordable housing were named as major contributors to food insecurity and homelessness. At the federal level,

reforms to the Employment Insurance program and lack of a national housing strategy were identified as contributors to the ill health of Toronto residents.

> "Our communities are suffering. Look at the evictions. Look at the food bank use."
>
> - Sharon Allen, Islamic Social Services and Resources Association

While child health-oriented programs have been expanded through the support of City Council, influenced by the effective lobbying efforts of the Children and Youth Action Committee, Toronto Public Health remains the highest need urban health unit in the province. Despite its introduction of creative, community-supported and culturally-appropriate programming, such as the Peer Nutrition Program, Toronto Public Health clearly does not have the capacity to address the many systemic issues that impact on the health of Toronto residents. Increased expansion of nutrition programs will provide some relief for hungry and food insecure families in the city, but to adequately address the extent and depth of the problem, the support of senior governments through reinvestment in social and income security programs is required.

Housing and Homelessness

Several participants discussed the impact of the housing crisis on their communities. Lack of affordable housing, rising homelessness including doubling up, overcrowding and couch-surfing as hidden forms of homelessness, skyrocketing and exorbitant rental costs and long waiting lists for subsidized housing were all seen to seriously impact the health and well-being of communities across the city. In addition to a lack of affordable housing, participants discussed a general deterioration of the rental housing stock available with more substandard and unsafe units in need of repair.

While participants conceived of the housing crisis as a citywide issue, they named senior levels of government as most responsible for creating and needing to address the issues. Many community members commented on the inadequacy of the municipal property tax base to support needed housing programs. The provincial government was seen as a primary contributor to the housing crisis through its introduction of the Tenant Protection Act, download of social housing and failure to create new affordable housing units.

Non-standard, low wage employment and inadequate social assistance programs were also named as barriers to maintaining housing. One participant identified the gentrification of neighbourhoods as a force driving people with low incomes out of their communities. Eroding tenant rights under the Tenant Protection Act and lack of knowledge about existing rights posed additional obstacles to obtaining and maintaining appropriate housing.

Study participants spoke favourably about the federal government's Supporting Communities Partnership Initiative (SCPI) program including the City of Toronto's consultation process used to inform the allocation of funds. Under SCPI, the federal government provided the City of Toronto with $53 million for homelessness-related projects over a three-year period (City

of Toronto, 2001). Study participants who were involved in the City of Toronto's SCPI community consultation expressed support for this form of inclusive process in the development of funding programs. Representatives from community sector agencies contrasted this positive experience to their dealings with the provincial government given the relative absence of avenues available for engagement.

Beyond the obvious impact on mental and physical health and quality of life, lack of safe and affordable housing was also understood as a significant obstacle to meaningful participation in community life and civil society. While homeless people and people at risk of becoming homeless do participate in and contribute to the life of the city, their necessary day-to-day preoccupation with meeting basic survival needs presents a serious barrier to full citizen engagement. People struggling to meet basic needs face particular challenges to engage in broader societal issues.

After years of retrenchment, the federal government has begun to commit new funds to housing. In the 2001 budget, the federal government confirmed a commitment of $680 million for housing over a 5-year period (Department of Finance Canada, 2001). In the 2003 budget, the federal government committed $320 million for new housing over the next five years (Department of Finance Canada, 2003). The 2003 budget included an additional $256 million for housing renovation programs and $270 million for homelessness initiatives to be spent over two years. While welcome, current funding levels for affordable housing are greatly inadequate to meet existing need. The Toronto Disaster Relief Committee, the National Housing and Homelessness Network and the Federation of Canadian Municipalities have advised that an additional $2 billion annually from the federal government with matching funds from provincial and municipal governments is needed over a 10-year period to create a responsive national

housing strategy (Federation of Canadian Municipalities, 2000; National Housing and Homelessness Network, 2001; Toronto Disaster Relief Committee, no date). To date, none of the $680 million announced in 2001 have resulted in new affordable housing in Ontario. To ensure that every Torontonian and every Canadian has a safe and affordable home, senior levels of government must make a substantial and ongoing commitment to housing programs.

Child Care

Service Level Indicators.

The Toronto Children's Services Department provided CSPC-T with service level indicators related to the provision of regulated, subsidized child care in Toronto. Unlike many other municipal services, the Children's Services Department was an integrated, metro-wide service prior to the 1998 amalgamation of the city's former municipalities. As such, the Department was able to provide comparable child care data from the city's amalgamation period to the present. The following statistics were provided: 1) the number of children residing in study neighbourhoods accessing subsidized child care in Toronto in October 1998 and in October 2002; 2) the number of children residing in study neighbourhoods that were on the waiting list for subsidized child care in Toronto on October 23, 1998 and on October 23, 2002; and 3) the number of children aged 0 to 12 residing in the study neighbourhoods according to the 1996 and 2001 Censuses. Child care figures presented for each study neighbourhood are based on family residence rather than the location of the child care facility, thereby reflecting the extent of service provided and an indication of unmet need for residents living in marginalized neighbourhoods.

Figure 1 shows the change in the number of children accessing subsidized child care in October 2002 compared to October 1998 by study neighbourhood. Figure 2 shows the percentage change between October 2002 and October 1998. There was an increase in the number of children accessing subsidized child care spaces from seven study neighbourhoods and a decrease in five. Of note, the number of children enrolled in subsidized child care increased by more than one-quarter in the Beechborough-Greenbrook, Black Creek, Flemingdon Park and

Scarborough Village neighbourhoods, while the largest decreases occurred in the Dorset Park and South Parkdale neighbourhoods.

Figure 1. Change in Number of Children in Child Care by Neighbourhood

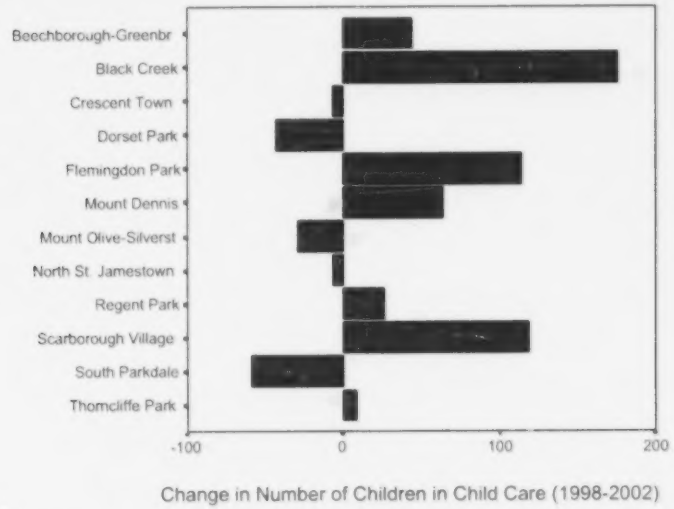


Figure 2. Change in the Percentage of Children in Child Care by Neighbourhood

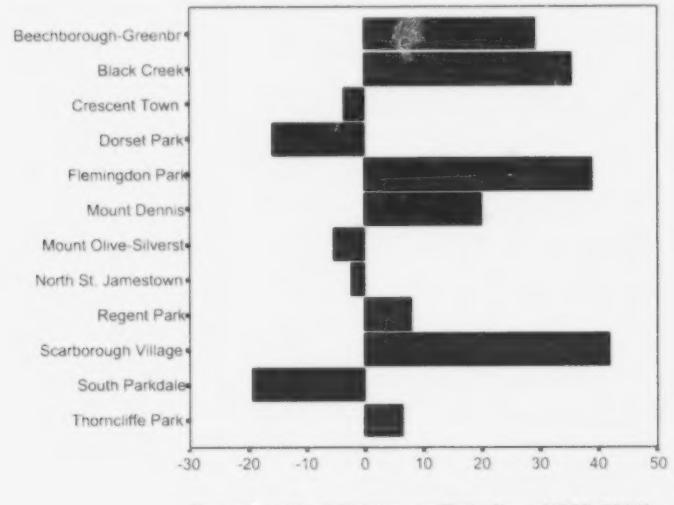


Figure 3 shows the change in the number of children residing in study neighbourhoods who were on the waiting list for subsidized child care on October 23, 2002 compared to October 23, 1998. Figure 4 shows the percentage change in the number of children on the waiting list. Waiting lists increased in one half of the study neighbourhoods and decreased in the other half. Particularly striking, despite a substantial increase in the number of children from the Scarborough Village neighbourhood enrolled in subsidized child care over the study period, the waiting list increased by more than 50 percent. The waiting list more than doubled in South Parkdale where the number of children receiving subsidized child care also decreased.

Figure 3. Change in Number of Children on the Waiting List by Neighbourhood

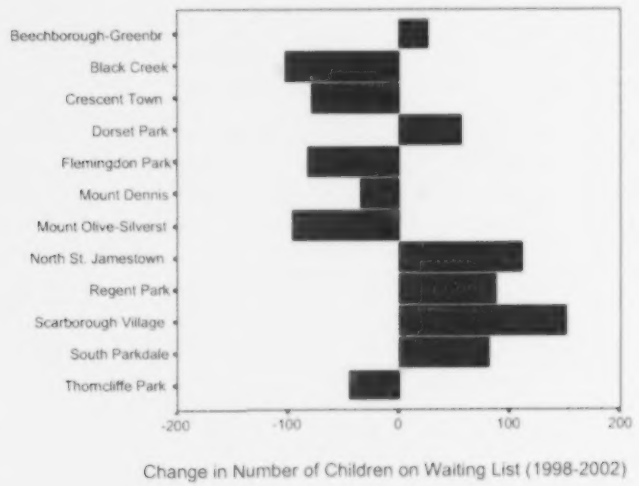


Figure 4. Percentage Change in Children on the Waiting List by Neighbourhood

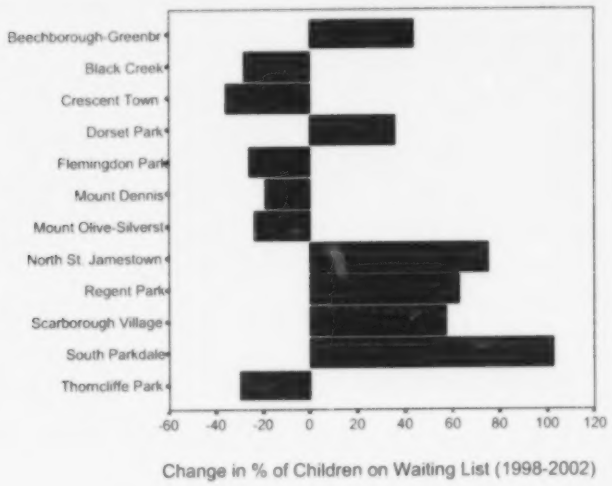
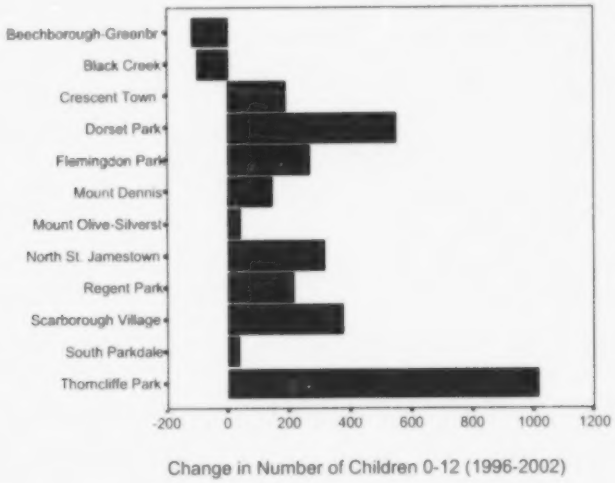


Figure 5 shows the number of children aged 0 to 12 residing in the study neighbourhoods based on Censuses 1996 and 2001 data. All but two study neighbourhoods experienced an increase in the number of children residing in the area.

Figure 5. Change in the Number of Children Aged 0-12 by Neighbourhood



In summary, the pattern of change in accessing subsidized child care spaces varied by neighbourhood in our examination of selected at-risk areas. In the Beechborough-Greenbrook, Regent Park and Scarborough Village neighbourhoods, the number of children accessing subsidized child care increased but not at a sufficient rate to impact the waiting list. Among children residing in these neighbourhoods, the number on the waiting list for child care spaces also grew. In the Dorset Park, North St. Jamestown and South Parkdale, the number of children accessing subsidized child care decreased, while the number on the waiting list increased. In the Black Creek, Flemingdon Park, Mount Dennis and Thorncliffe Park neighbourhoods, the number of children accessing child care increased and the number on the waiting list decreased. In the Crescent Town and Mount-Olive Silverstone St. Jamestown neighbourhoods, the number of children accessing child care and the number on the waiting list decreased despite increases in the number of children aged 0-12 years residing in the areas.

It is important to note that waiting lists do not necessarily reflect the full extent of unmet need in communities. According to the 2002 *Toronto Report Card on Children*, over 15,000 children are on the waiting list for subsidized child care in Toronto (Toronto Children and Youth Action Committee, 2002). Due to this extensive waiting list, Toronto Children's Services does not actively promote child care services in the community. Parents in need of subsidized child care may not have applied either due to lack of awareness of the service or may have been discouraged by the large numbers currently waiting for space. For these reasons, the waiting list may not include all families in need of subsidized child care in the city. As well, the data provided do not speak to the relative ease of access of child care facilities. Child care facilities are not necessarily conveniently located to home, school or place of employment of the families served. Additional information is required to assess the relative ease of access for families with

children enrolled in subsidized child care. In addition to providing child care data, City of Toronto departments also provided information on child nutrition programs (see the Public Health section of the report).

Community Voices.

Participants named lack of access to and long waiting lists for subsidized child care as a significant problem for many low income families in Toronto irrespective of neighbourhood. Decreased number of and lack of access to affordable day care spaces were understood as barriers to acquiring and maintaining employment, attending school, acquiring training and participating in civic activities. In addition to the general provision of child care services, participants also identified the need for subsidized child care during the evenings to reflect the nonstandard working hours of many low income families. Participants raised the issue of geographically inconvenient child care facility locations, outside of clients' residential neighbourhood and far from work or school. In addition to more subsidized spaces, participants recommended onsite day cares in academic institutions and workplaces. A few participants discussed the underfunding of the child care profession, resulting in inadequate wages for child care providers. Some individuals identified a lack of funding for child care by the provincial government as an important factor contributing to the lack of access to subsidized spaces in Toronto.

In addition to child care issues, participants discussed a variety of municipal services in relation to children and youth interests. Issues such as affordable housing in short supply, lack of recreation programs, restrictions on access to community space for youth-centred activities, inadequate space in subsidized summer camps and shortage of and inequity in the delivery of

accessible after-school programs were discussed within the context of needed supports for children and youth. Many of these issues are discussed in other sections of the report. In addition to discussions of municipal services for children and youth, participants also voiced concerns regarding youth unemployment, lack of accessible training opportunities for youth and the impact of racism on young people. In general, participants conceived of social infrastructure as particularly important to children and youth's healthy development and future life chances.

As mentioned previously, Toronto's Children's Services was a metro-wide department prior to the amalgamation of the new city. Changes to funding arrangements and commitments for child care have take place at all three levels of government. In 1999, the provincial government increased the child care cost-sharing responsibilities of municipalities to include 20% of costs for wage subsidies and family resource programs, costs previously covered by the province (Commission on Early Learning and Child Care for the City of Toronto, 2002). Since 1999, provincial funding for child care programs in Toronto has declined by $11.8 million (City of Toronto, 2003). The City of Toronto estimates that additional provincial funding of $5.2 million annually is needed simply to cover the cost of inflation.

In Toronto, subsidized child care spaces are at their lowest level in a decade (City of Toronto, 2003). With no new expansion of subsidized spaces since 1997 and 1,616 spaces lost to underfunding in 2002 alone, the waiting list for subsidies has grown to over 15,000 children. The cost of child care is also likely to increase due to higher labour costs. Under new pay equity arrangements, child care operators are required to increase workers' salaries to ensure fair and equitable compensation. While an important victory for dedicated and skilled Ontario child care workers, most child care operators are poorly equip to provide proper compensation without

governmental support. The provincial government has offered no support to operators facing these increased costs.

In the face of a decline in provincial funding for child care, the City of Toronto has increased its allocation of funds to child care (Toronto Children and Youth Action Committee, 2002). However, new funding commitments by the municipal government have not been sufficient to fully address the shortfall, resulting in the loss of subsidized spaces and increased user fees for non-subsidized clients. In an attempt to address some unmet child care need, the City of Toronto has offered to cost-share the expense of providing 2,000 new subsidized spaces with the provincial government (City of Toronto, 2003). The provincial government has rejected the offer.

New funding generated through the National Children's Agenda suggests that the current child care crisis in Toronto (and Ontario) is not due to a lack of available dollars for expanded programming. Under the Early Childhood Development Initiative (ECDI) devised in 2000 through the National Children's Agenda process, the federal government transferred $2.2 billion over five years to provincial governments for new children's programming (City of Toronto, 2003). While provisions for child care funding are included within the ECDI framework, the Ontario provincial government has failed to invest any of its $880 million share to licensed child care programs. As well, a watered down ECDI framework did not earmark funds for child care but provided provincial governments with 'flexibility' in allocating funds.

Citing Minister of Community, Family and Children's Services figures, the City of Toronto has calculated that $113 million remains unspent. Taking into account the number of children residing in the city, Toronto's portion would amount to $23 million. The City of Toronto has submitted a proposal to the provincial government that includes a recommendation

to allocate $18.6 million immediately to stabilize current service levels and restore lost space. To date, the provincial government has given no sign of a reversal of direction on regulated child care.

In the 2003 budget, the federal government committed $935 million over five years for expanded access to child care and preschool services, to reduce the cost of child care and preschool for low income and modest income families and to improve the quality of child care and preschool services (Department of Finance Canada, 2003). However, a mere $25 million is allocated for the first year (2003-2004) for child care and preschool programs in Canada. According to the Ontario Coalition for Better Child Care, Ontario's portion of the $25 million amounts to $5 per child under the age of 12 in the province (Ontario Coalition for Better Child Care, 2003, February 19). The current plan falls far from the mark of fulfilling the Liberal Party's original 'Red Book' promise of instituting a national child care program in Canada (Liberal Party of Canada, 1993).

Like many of the pressing social issues facing the City of Toronto and Torontonians, substantial and ongoing investments from senior levels of government is required to adequately address the child care crisis. Advocates, such as the Children and Youth Action Committee within the City of Toronto and well-organized vocal critics within the child care sector, have played a critical role in maintaining municipal child care services at current levels within the city. Continued pressure from City Council, the child care sector, community groups and parents is needed to broker a new deal with the provincial and federal governments that addresses the real needs of Toronto's children.

Civic Engagement

Background

During the amalgamation process, the Toronto Transition Team (Miller Committee) involved Torontonians in an active discussion on how to create better local government. One of the central themes that arose in those discussions was that "peoples' involvement is a cornerstone of local government." (City of Toronto, Chief Administrator's Office, 2001). The Miller Committee found that Torontonians wanted their city government to be visible, accessible, meaningful, sensitive and most importantly people-centered.

In March 1998, the new City Council established a Task Force on Community Access and Equity. The Task Force's terms of reference were to identify the necessary policies, structural functions, program priorities and evaluation processes by which the City could strengthen civil society, increase community involvement and civic participation and continue the City's leadership in working towards eliminating the barriers faced by women, people of colour, Aboriginal people, people with disabilities, lesbians, gays, bisexual and transgender/transsexual persons, immigrants, refugees, religious and faith communities. The Task Force developed 97 recommendations, approved by City Council in December 1999 (City of Toronto, Chief Administrator's Office, 2001; City of Toronto Task Force on Community Access and Equity, 2000).

In March 1999, the City of Toronto adopted four key principles of civic engagement:

- Collaborative decision-making
- Accessibility

- Continuous improvement in citizen participation
- Community capacity building.

The Social Development Strategy for the City of Toronto reflects a strong commitment to an open, accountable, transparent and participatory process of political decision-making. It states that social development "encompasses principles of social equity, social well-being and citizen engagement, and is an important determinant of healthy communities and quality of life" (City of Toronto, Department of Community and Neighbourhood Services, 2001). The Social Development Strategy is guided by the five principles of equity, equality, access, participation and cohesion and recognizes that well being is a social achievement, and not exclusively an individual one.

In February 2000, the City of Toronto explored the notions of civic engagement and civic participation through a five-part discussion series. Based on this discussion, the City of Toronto defines the notion of civic engagement (or civic participation) as a "process of by which citizens are asked to reflect upon policy choices to inform political decision-making" (City of Toronto, Chief Administrator's Office, 2001). This definition provides for many different forms of civic engagement, including community activism related to specific social causes, volunteer activities, and participation in government processes. Civic engagement is valued therefore because:

- Political decision-making is improved through broadly based public input and exploration of value choices that underlie decision making;
- Community members' and political representatives' commitment is strengthened to pursue an agreed-upon course of action;
- Social capital is built when people become actively involved in political decision-making;

- Political representatives are held accountable and the process of decision making becomes more transparent.

In its policy document *Framework for Citizen Participation in the City of Toronto*, the City of Toronto recognizes citizen participation as an "integral element of the city's governance culture" (City of Toronto, Chief Administrative Officer, 1999).

Sub-committees, special committees, advisory committees and task forces established under the City of Toronto Municipal Code represent one mechanism by which residents can provide input on municipal issues. The Chief Administrative Officer, the Commissioner of Corporate Services, Community and Neighbourhood Services, Economic Development, Culture and Tourism, Urban Development Services, Work and Emergency Services and the Chief Financial Office and Treasurer all have committees with such external representation.

Clearly then the notion of civic engagement is important to the City of Toronto, both in terms of the principles involved and the specific mechanisms to promote citizenship participation. But how well has the City of Toronto succeeded in promoting civic engagement since the establishment of the megacity? Let us consider the opinions of the respondents in this study.

Opinions of Respondents

In this research study all the focus groups and key informants were asked specific questions about civic engagement. We were particularly interested in learning more about the municipal structures and processes in which community organizations and representatives had been engaged, and the results of that engagement. We also asked participants about their assessment of the quality of civic engagement in Toronto in the post-amalgamation period, and their suggestions for improvements in this regard.

There was a general feeling that the current structures within the City create barriers in accessing information or in providing input. An example is the city's process of developing and consulting on its budget, which many respondents said they simply did not understand. Participants questioned why initial budget recommendations are drafted without public input, and why those released to the public are so difficult to understand.

On some specific issues of the city's role in encouraging citizenship input and participation, opinions of our respondents were mixed. Some thought there was a general need for greater outreach from all departments of the city, while others thought outreach had increased since amalgamation. Others again felt that efforts and outreach and community representation were tokenistic, with little will to follow through on community interests. Some participants felt that there were too many representatives of social service organizations – and not enough ordinary citizens – on the city's committees and advisory groups; while other respondents stressed the vital contributions of community organizations with respect to service issues.

There was a general consensus amongst our respondents that representation (in advisory structures and in staffing) was weak in relation to racialized communities, newcomers, and youth. For example some of the youth participants in our consultation and other participants who work with youth were concerned that committees like the Children and Youth Action Committee did not have many youth on the committee, while the Toronto Youth Council does not reflect the diversity among youth in Toronto.

Participants were generally negative about the structures of political representation in terms of facilitating civic engagement. Larger ward boundaries are seen to have further distanced the community from the central city. According to our respondents the Community Council model, developed to facilitate local accountability, is not working well, and seems more

responsive to issues of zoning and other physical infrastructure and planning and development issues than dealing with social policy and social infrastructure concerns. The impression as well is that Councillors work mainly from their City Hall offices; their agendas are usually full; and they do not have enough capacity to respond to community concerns.

One issue of concern raised by a number of respondents in the context of civic engagement was the state of the community recreation centres. It was felt that more were needed; more information about the welcome policy at these centres had to be provided; and that those running the centres needed to look seriously at issues of cultural sensitivity and diversity.

Participants in the consultation were very vocal in identifying personal and community security issues as a priority. They were particularly concerned about the outbreak of youth violence in certain neighbourhoods, and quite critical of the city's response on this issue.

Participants expressed both negative and positive opinions with regard to certain very specific aspects of the city's policy and governance structures. With respect to communications, they identified a lack of resources devoted to outreach to diverse communities, noting that limited access to translation and interpretation services creates additional barriers in access to service for those already disadvantaged by the status as newcomers and/or visible minorities. However the positive role of certain committees in community liaison was noted as well. Examples of committees where this positive role was evident included the Alternative Housing and Services Committee, and The Advisory Committee on Homelessness and Socially Isolated Persons. Some committees, for example in the work done around the re-structuring of drop-in centres, involved the community and social service organizations in the evaluation of programs. In other committees such as the Children and Youth Action Committee and the Food Justice

Coalition, community representatives participate in developing report cards, action plans, and policy recommendations.

Participants in our consultations on civic engagement emphasized the importance of various grassroots organizations and networks in promoting active and genuine citizenship participation. For example, participants spoke about the work done by Community Voices of Support, Stand Up For Toronto and more recently, Toronto Civic Action Network in engaging communities around the city's budget process and priorities. Similarly, Campaign for Public Education and the S.P.A.C.E. coalition were identified as having conducted excellent education and advocacy campaigns related respectively to the education crisis and on access issues to public space. Consultation participants also commended the work done by the Citywide Recreation Network on user fees. In some cases new sources of funding have created opportunities for greater community participation, such as with the Supporting Community Partnership Initiative funding (SCPI) facilitating the expression and involvement of new voices around housing and homelessness issues and programs.

Overall the participants felt civic engagement had generally decreased in the past years, not only or even necessarily because of issues related directly to amalgamation, but also because years of continual service cutbacks have forced many engaged citizens to concentrate on survival issues and produced some feelings of despair and "burnout". Perceived factors in the post-amalgamation City of Toronto that contribute to decreased civic engagement include a general increase in bureaucracy and top-down decision-making as well as other issues identified earlier.

Amongst the specific reforms suggested by our respondents to promote civic engagement were increased education on citizenship participation, possibly integrated with newcomer language training classes; more use of the library system to facilitate civic engagement; the use

of honorariums to encourage volunteer participation by grassroots community representatives; and increased and ongoing anti-racist training for city staff. Some participants were also concerned with "bigger picture" issues of civic engagement such as the possibility of reforming governance structures and opening up an alternative process of budget development and consultation. They noted as well that civic engagement is a process, but staff employed by the City of Toronto are often required to work towards specific, concrete deliverables that don't recognize or provide sufficient resources for aspects of civic engagement such as building community networks.

Summary

Overall the opinions of our respondents on the issue of civic engagement in post-amalgamation Toronto can be seen as rather negative, and contradicting the formal policies of the city. Nevertheless, the respondents recognized the value of many specific initiatives undertaken by both politicians and staff, within a difficult environment of competing needs and limited resources. Our respondents also expressed their belief in the value of developing broad-based and non-token civic engagement, and outlined a number of specific areas in which the city could improve its efforts in this regard.

Some of the reforms envisaged by our respondents – for example, the use of newcomer language instruction classes to promote civic engagement – can and should be dealt with by the appropriate departments of the City of Toronto in consultation with relevant stakeholders. Other issues however such as the process of developing the city budget, and the role of the Community Councils, can only properly be addressed within a context of broader public dialogue about the various issues (finances and taxes, service priorities, levels of government and forms of local governance) associated with the need for general reform of urban affairs in Canada.

Conclusion

Based on the results of this study, *Toronto's Social Infrastructure and Vulnerable Communities in the Post-Amalgamation Era*, the report card is one with mixed results. Compared to the senior levels of government, the City of Toronto is perceived as relatively open in communications but non-responsive in terms of needed key reforms. Many city politicians and staff professionals have made tremendous efforts to preserve essential social services in a climate of federal and provincial cutbacks and downloading; efforts to preserve accessible and quality services have been more successful in some areas (e.g. libraries and nutrition programs in public health) and less in others (child care, recreation, access to space), but always compromised by the burden of shrinking resources versus growing demand.

The key issues raised by focus group and interview participants were:

- Lack of access to affordable community space with severe negative consequences for public programs both non-profit and volunteer: user fees eat away at scarce program dollars or are simply not affordable; space available is not appropriate (such as Christian churches for Muslim groups); there is no public inventory of space or transparent process in allocating space.
- Housing issues: the need for affordable housing, rent control, housing subsidies, and a national housing strategy; develop a diversity of housing stock; dealing with evictions, overcrowding and the hidden homeless; the paradox of funding shelters but not social housing; a general sense of crisis around housing issues.
- Community centres and recreation: the need for locally-accessible and culturally- and age-appropriate programming; lack of equity of community and recreation programs on a neighbourhood basis, particularly in the suburbs; more staffing required as well as more

culturally sensitive staff; community needs to be represented in staffing; youth should lead in developing programs for youth; more promotion of the subsidy policy (welcome policy); community centres should be cultural centres as well as places for recreation.

Additional issues emphasized by a number of focus group and interview participants included:

- the need for meaningful training opportunities and living wage employment for youth;
- various issues related to the welfare system including the difficulties of economic survival for social assistance recipients, the punitive nature of the system and the city's involvement in accepting funding for meeting workfare quotas;
- the need for culturally competent services and services in multiple languages, given the diversity of Toronto's population.

Youth representatives, and service professionals working with youth, were very vocal in our consultations about the urgent needs of youth in Toronto. Participants emphasized the importance of youth involvement and leadership in developing solutions for the problems identified. Youth with which we consulted identified, along with a variety of service and programming concerns, the following systemic issues:

- their perceptions of extreme disparities in service levels across the city, with respect to issues such as recreational facilities and quality of schools; disparities which they viewed as based in economic and racial discrimination;
- a general lack of responsiveness by the City of Toronto to their program and service needs;
- systemic barriers in the funding process with respect to lack of dedicated funds for youth activities and needs and the insistence of funders on providing program-specific rather than core funding;

- their persistent experience of paternalism and "age chauvinism" with service providers, mainstream politicians and funding bodies.

Although it was not one of the service areas we studied directly, youth were also very vocal around issues of policing and public security. They told us that police harassment and housing security harassment of youth, especially youth of colour, is a significant problem; and that policing is overprioritized. They believe that money should go to social infrastructure, as a proactive approach to crime reduction, rather than neighbourhoods seeing increased policing and decreased resources for service programming and social infrastructure.

Focus group participants were also very concerned about equity issues in service provision. They recognized that resources for services are stretched to the limit. However after years of funding freezes and reductions in service grants, the traditional argument that funding constraints precludes the possibility of redistributing services to meet priority needs as defined by equity considerations is wearing very thin indeed.

With respect to the development of community capacity, the lack of adequate and appropriate funding for non-governmental organizations was voiced repeatedly throughout focus groups and key informant interviews. These organizations play a vital role, not only in terms of service provision but also in service planning and coordination, public education and citizenship participation in the city. A strong community service sector is essential to the quality of life and well-being of Toronto's citizens.

The chief concern with the issue of civic engagement for our respondents was the difficulty for ordinary citizens to understand and participate meaningfully in public consultations such as the City budget, and the need to re-vision the means by which the efforts traditionally devoted by community organizations to such mobilization can be employed more effectively.

Discussions with our key informants and focus group participants confirmed the crisis with respect to the social infrastructure deficit in Toronto, as documented in other recent research reports (Clutterbuck & Howarth, 2002; United Way of Greater Toronto & the Canadian Council on Social Development, 2002). There was a general perception as well that the city does not have sufficient funds to meet the needs of its citizens with respect to both physical and social infrastructure, and that senior levels of government have failed the city in this regard through the downloading of responsibilities without resources. The issue of a "new deal for cities" is very much on peoples' minds, although there was no strong consensus on the nature of such a deal – whether through increased social investment by federal and provincial governments, or by granting additional revenue-generating powers to Canadian cities, or through some combination of both these options.

Given our learnings from this research study, the priorities of the Council for the coming years will be to:

- educate our constituents and mobilize our partners around key findings such as the vital role of adequate funding for the NGO sector; in particular, a redesign of the annual budget process must be developed. The budget must bring communities into initial priority setting rather "end process" defense of vulnerable projects. The budget needs to be guided by some longer terms commitments that are reflected in the three year budget cycle of a Council term;
- develop our research and policy work to examine specific service gaps, within an equity perspective, with the goal of identifying priorities and elaborating practical solutions; we need a realistic and long term plan to close the service gaps and a monitoring mechanism that will allow the community to follow the progress in addressing these gaps;

- encourage and participate in a revisioning of municipal governance and the means by which individual citizens and their organizations engage in debate over the allocation of resources; the Council must find ways to rebuild the local involvement of citizens lost through the amalgamation process, community councils have failed to fill in the gap created by the loss of local councils; there is a need to take small but meaningful steps to engage the community;
- work with our partners to help define the basic parameters of a "new deal for Canadian cities" that would rebalance service responsibilities with revenue opportunities and political authorities; this new deal must include reopening the issue of taxation and who pays. This will be a politically sensitive issue for politicians but without this debate, the City will be locked into a spiral of increased demands, reduced services and growing disillusionment and cynicism.

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Appendix A
Research Methodology

The following is a description of the study methodology:

Literature Review

- A literature review was conducted. The review focused on City of Toronto, academic and community documents pertaining to Toronto municipal services, community capacity building, civic engagement and Toronto's amalgamation.

Selection of 12 Neighbourhoods

- Neighbourhoods were defined according to Toronto Community and Neighbourhood Services' community planning area schema. The City of Toronto is comprised of 135 community planning areas. Community planning areas are made up of one or more census tracts. Community planning areas were selected as the unit of measure because they are relatively small and most closely reflect residents' notions of geographic neighbourhood.

- Given the study's focus on marginalized communities, neighbourhood selection was based on indicators of risk and marginality. Using data from the 1996 Census, an initial thirty neighbourhoods were selected with the highest incidence of poverty. These thirty neighbourhoods were ranked (ie. highest incidence) according to each of the following 1996 Census measures: lone-parent families, immigrant population, newcomers (91-96) population, home language not one of the official languages, unemployment rate, youth unemployment rate, visible minority population, households in core housing need (ie. paying more than 30% of income toward housing) and dwellings requiring major repair. Each of these attributes is associated with or reflective of marginality and risk. In addition, neighbourhood selection was stratified on the basis of geographic location in order to ensure that at least two neighbourhoods were included from each of the former municipalities.

- The following twelve neighbourhoods were selected: Black Creek, Mount Olive-Silverstone-Jamestown, Beechborough-Greenbrook, Mount Dennis, Crescent Town, Thorncliffe Park, Flemingdon Park, Scarborough Village and Dorset Park, Regent Park, North St. Jamestown and South Parkdale. Please see the attached graphs for comparisons between City of Toronto and study neighbourhoods on the selection criteria.

Selection of Communities of Interest

- As marginalized communities are not only defined according to geographic location, two communities of interest were also selected as a focus of the study. Youth and racialized communities were selected due to the marginalized status associated with membership within these groups.

Participants

- Fifty participants took part in the study including 39 focus group participants and 21 individuals who participated in key informant interviews. Participants included community group members, social service and agency representatives and City of Toronto staff members. Based on their extensive experience within a diversity of communities, CSPC-T program staff identified individuals and organizations working with or active within selected neighbourhoods and/or communities of interest whose work concerns social infrastructure and/or social services at the municipal level. CSPC-T staff also identified relevant City of Toronto staff members and departments. The goal was to include a broad cross-section of individuals actively involved with issues of social infrastructure within the selected neighbourhoods and communities of interest. A list of the participants is attached.

- Six focus groups were conducted including a pilot focus group, three groups involving participants defined by geographic location (south, north-east and north-west) and two groups including communities of interest (youth and racialized communities). The south focus group included participants from Regent Park, North St. Jamestown and South Parkdale. The north-east focus group included participants from Flemingdon Park, Crescent Town, Thorncliffe Park, Scarborough Village and Dorset Park. The north-west focus group included participants from Black Creek, Beechborough-Greenbrook, Mount Dennis and Mount Olive-Silverstone-Jamestown.

Community Consultation using Focus Groups and Key Informant Interviews

- An interview was developed for use with focus groups and key informant interviews. We elected to conduct one-on-one key informant interviews as well as focus groups to provide an opportunity for a greater depth of data collection than afforded through focus groups alone. The use of key informant interviews was particularly valuable for use with City staff members as it allowed for the gathering of more extensive information specific to particular services. The focus groups provided a means of including more voices in the analysis. In addition, the interaction between focus group participants resulted in discussions that may not have emerged without the stimulus of additional group members.

- The interview schedule included three areas of focus:

A) Municipal Services – Participants discussed their experiences of various municipal services related to the social infrastructure, service change over the past five years, impact of amalgamation and other factors on municipal services, best practices models and recommendations for change.

B) Community Capacity Building – Participants discussed opportunities for and barriers to community capacity building and the role of local government. Best practice models and recommendations for change were explored.

C) Civic Engagement – Participants discussed opportunities for and barriers to civic engagement at the municipal level. Best practice models and recommendations for change were explored.

City of Toronto Service Level Indicators

- City of Toronto staff members provided CSPC-T with service level indicator data for requested programs, as available. This information has been integrated into the report. The following information was provided:

  A) Toronto Public Library

  - Number of program sessions and program attendance for 2001 and 2002 by selected nighbourhood.
  - Types of library programs: general, class/group, literacy and English-as-a-Second-Language.
  - Selected libraries: within study neighbourhood or where no library operates within the study neighbourhood, closest library serving that neighbourhood.

  B) Parks and Recreation Division

  - Number of registered classes, attendance in registered classes, number on waiting list for registered classes for 2000 to 2002 by selected neighbourhood.
  - Number of drop-in sessions, attendance in drop-in sessions for 2001 and 2002 by selected neighbourhood.
  - Selected recreation centres: within study neighbourhood or within 1000 metres of study neighbourhood.

C) Children's Services

- Number of children in subsidized child care spaces and number of children on waiting list for October 1998 and October 2002 by selected neighbourhood according to family residence (rather than child care centre location).

D) Social Development and Administration Division

- List of community service agencies with location and grant amount that received a grant from the Community Services Grant Program in 2001 and 2002.

E) Toronto Public Health

- Number of prenatal nutrition and support programs for 1998 and 2001.
- Number of peer nutrition programs for 2001/02.
- Number of student nutrition programs for 1998/99 and 2001/02.

Data Analysis

- Focus groups and interviews were audiotaped and transcribed. CSPC-T research staff members coded each transcripts by theme. After coding five transcripts, researchers compared coding systems, discussed similarities and differences in coding strategies and arrived at a common coding strategy. The issues surrounding dominant themes, major points that were stressed and repeated by participants throughout the transcripts, were identified and included in the current report.

- Service level indicator data was graphed and presented in relevant sections of the report.

Research Constraints

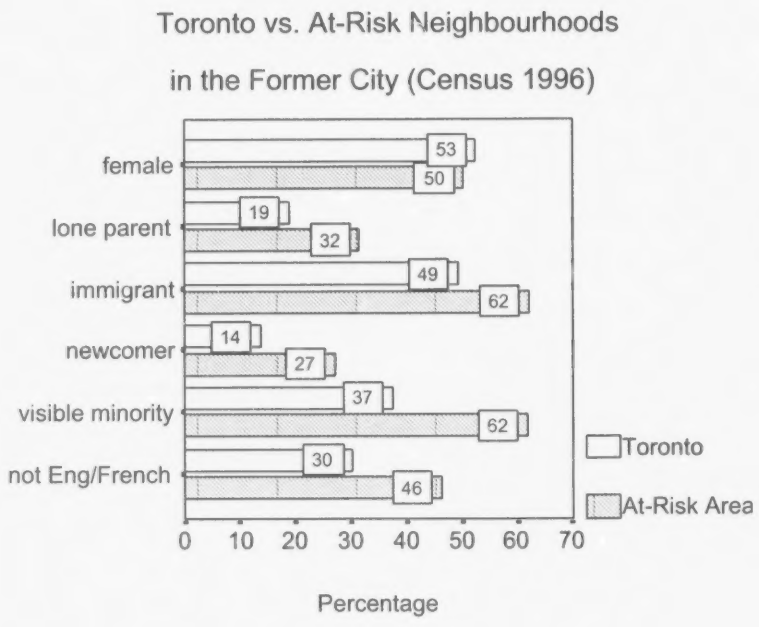
While City of Toronto staff provided the most relevant data possible, comprehensive service level data was often not available. In part, this lack of available data was due to the amalgamation process. In newly amalgamated departments, consistent data from the early years of amalgamation was not usually available across former municipalities. Often departments with similar functions from the former municipalities measured and recorded information differently, negating the possibility of comparison over time. As well, given the nature of the questions posed in this study qualitative data collection was recognized as an often more effective means of gathering meaningful information about the experience of marginalized communities in the amalgamated city.

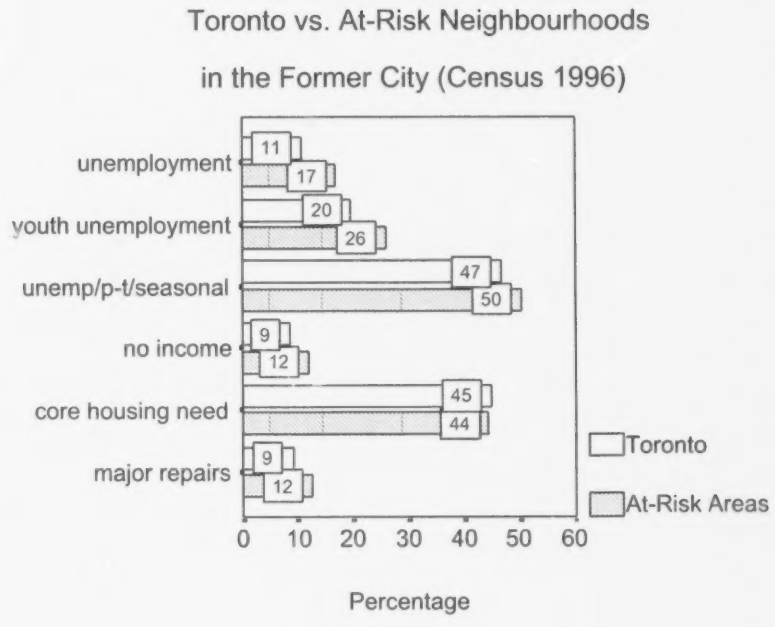
With respect to neighbourhood selection, we have focused on twelve at-risk neighbourhoods. The selected neighbourhoods do not necessarily represent the most marginalized areas of the city but rather a sample of such neighbourhoods. In their extensive work within communities, CSPC-T planning staff recognize the existence of marginalized communities within relatively affluent

neighbourhoods. While not included in the current analysis, these often neglected 'pockets of poverty' will be the focus of subsequent CSPC-T research activities.

Finally, the current report does not reflect the entire wealth of findings generated through this research project. It is our hope that we have accurately reflected the major themes to emerge from this study. As well, we look forward to incorporating and elaborating upon issues raised throughout the research process during the year to come.

Toronto vs. Selected At-Risk Neighbourhoods in the Former City: Census 1996 Indicators

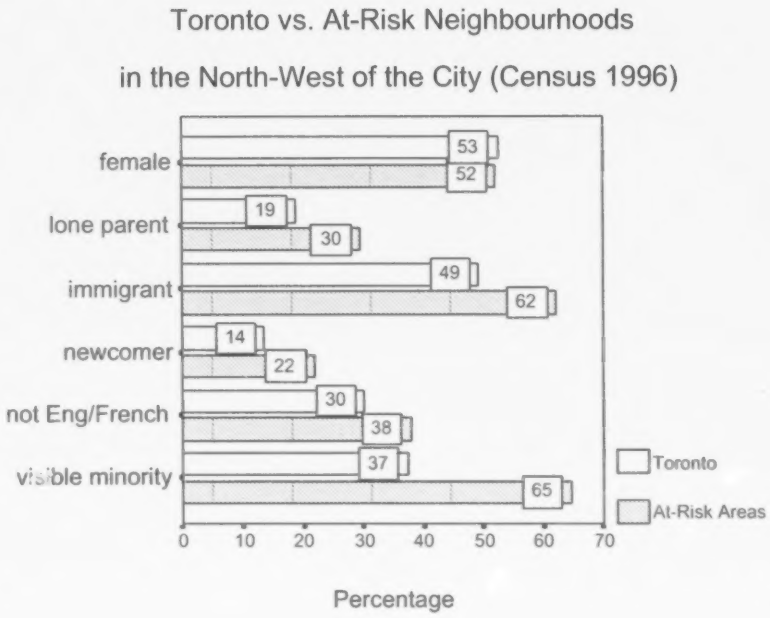


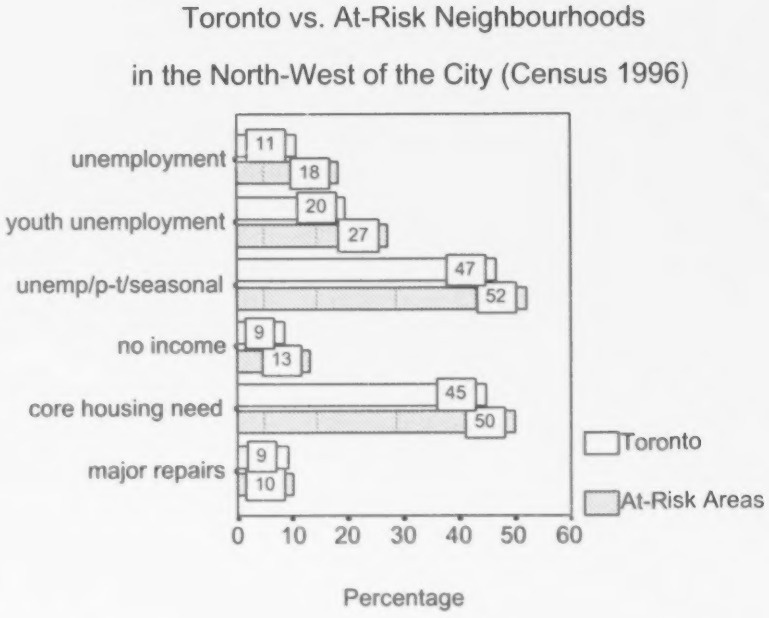


Selected At-Risk Neighbourhoods: Regent Park, North St. Jamestown, South Parkdale

Notes: newcomers (immigrated between 1990-1996); not Eng/French (home language spoken is neither official language); unemp/p-t/seasonal (unemployed, part-time or seasonal work, ie. did not work full-time for the entire year); core housing need (renters that spend 30% or more of income on housing); major repairs (rental housing requires major repairs). All percentages shown refer to percentage of the population, except for lone parent (percentage of all families with children), core housing need (percentage of all rental housing) and major repair (percentage of all rental housing).

Toronto vs. Selected At-Risk Neighbourhoods in the North-West of the City: Census 1996 Indicators

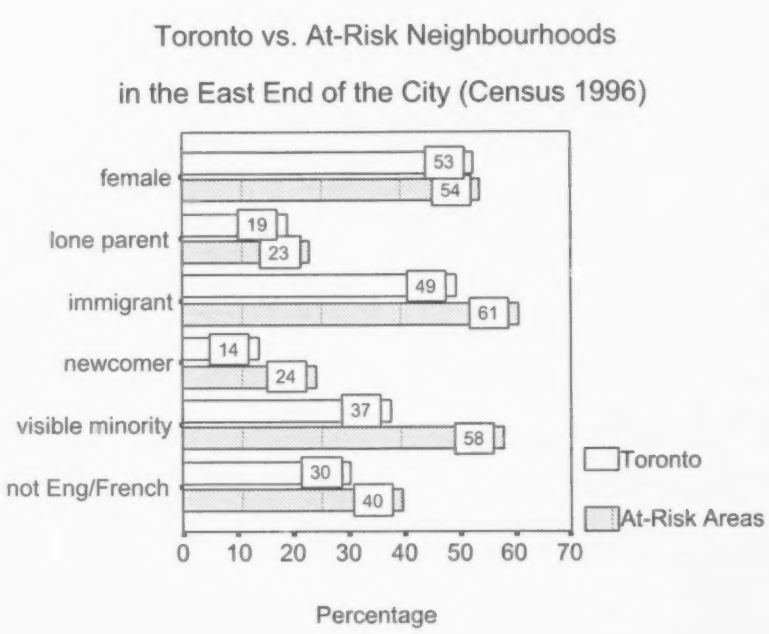


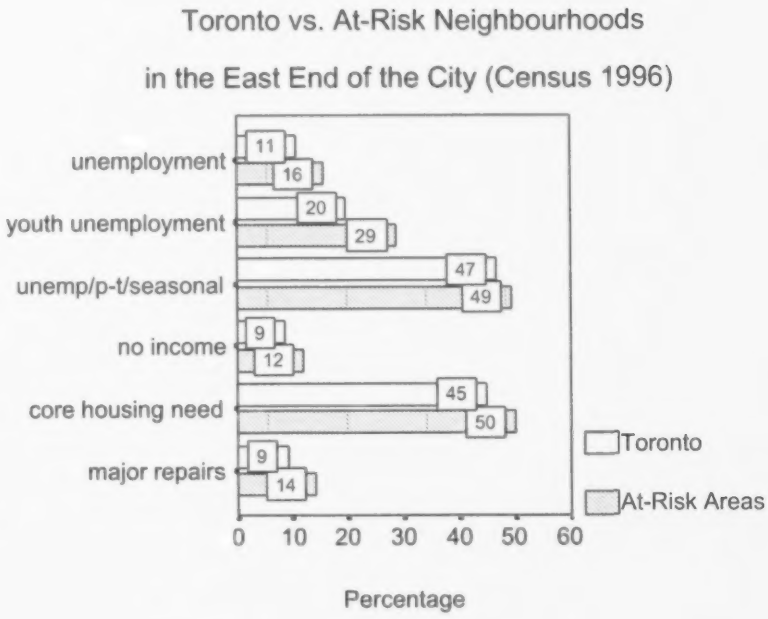


Selected At-Risk Neighbourhoods: Black Creek, Beechborough-Greenbrook, Mount Dennis, Mount Olive-Silverstone-Jamestown

Notes: newcomers (immigrated between 1990-1996); not Eng/French (home language spoken is neither official language); unemp/p-t/seasonal (unemployed, part-time or seasonal work, ie. did not work full-time for the entire year); core housing need (renters that spend 30% or more of income on housing); major repairs (rental housing requires major repairs). All percentages shown refer to percentage of the population, except for lone parent (percentage of all families with children), core housing need (percentage of all rental housing) and major repair (percentage of all rental housing).

Toronto vs. Selected At-Risk Neighbourhoods in the East End of the City: Census 1996 Indicators





Selected At-Risk Neighbourhoods: Flemington Park, Crescent Town, Thorncliffe Park, Scarborough Village, Dorset Park

Notes: newcomers (immigrated between 1990-1996); not Eng/French (home language spoken is neither official language); unemp/p-t/seasonal (unemployed, part-time or seasonal work, ie. did not work full-time for the entire year); core housing need (renters that spend 30% or more of income on housing); major repairs (rental housing requires major repairs). All percentages shown refer to percentage of the population, except for lone parent (percentage of all families with children), core housing need (percentage of all rental housing) and major repair (percentage of all rental housing).

Appendix B
List of Participants

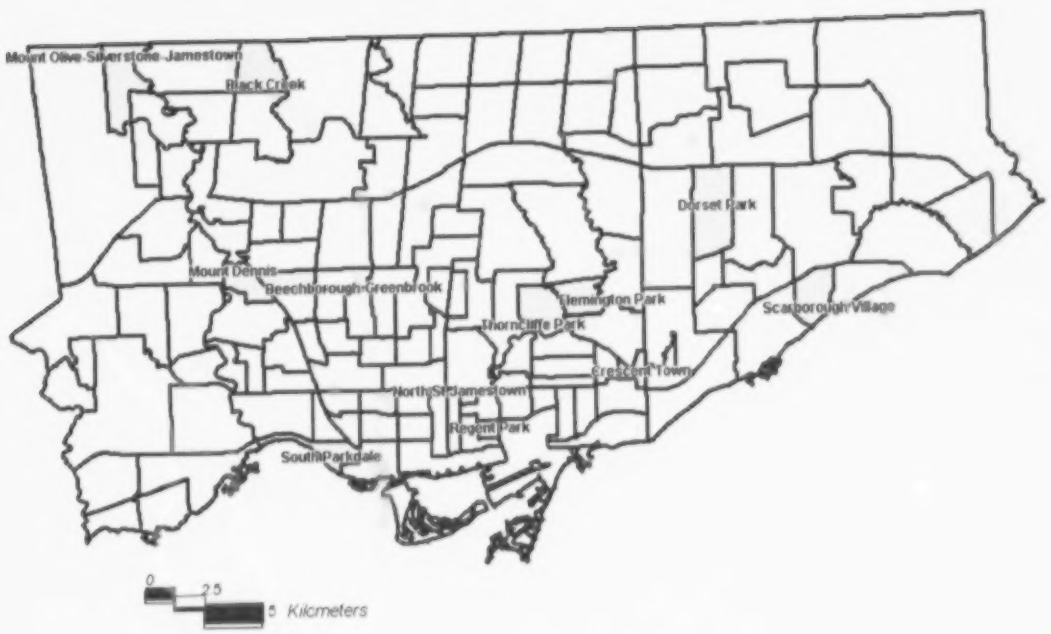
Focus Group Participants:

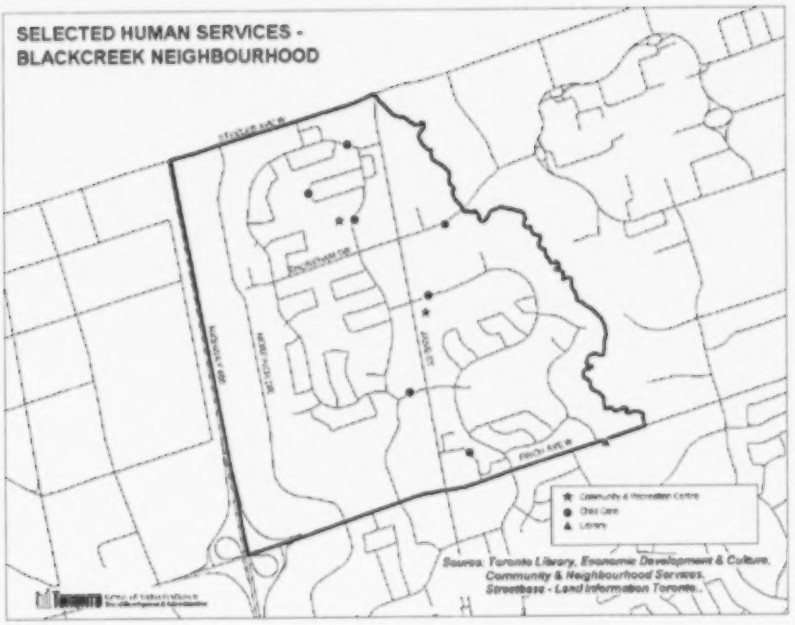
Kali Abdi-Jama, Burnhamthorpe/427 Community Centre
David Adcock, Executive Director, Yonge Street Mission and Regent Park Coalition
Sharon Allen, Islamic Social Services and Resources Association
Sadia Aman, Eritrean Canadian Community Centre
Anamika Baynath, Student, For Youth Initiative
Judy Brooks, Community Development Officer, East Toronto/East York, City of Toronto
Ruth Corrie, Robertson House
Soni Dasmohapatra, Youth Co-ordinator, Council of Agencies Serving South Asians
Kimberley Ellsworth, Housing Worker, Native Women's Resource Centre of Toronto
Janice Etter, Citizen, Toronto Food Policy Council
Ann Fitzpatrick, Community Worker, Children's Aid Society of Toronto
Paulos Gabruzes, Lawrence Heights Community Health Centre
Nyisha Hohn, For Youth Initiative
Silvina Hollingsworth, Building Representative, York Square
Doug Hum, Children's Aid Society of Toronto
Samira Ismak, Youth for Change
Robie Jama, Youth for Change
Rosemary Johnson, School Social Worker, Toronto Catholic District School Board
Judith Kaufman, Toronto Social Services
Farah Khayre, Co-ordinator, African Canadian Social Development Council
Kevin King, Rexdale Youth Foundation
Bruce MacDougall, Executive Director, Dixon Hall
Melodie Mayson, Co-Director, Neighbourhood Legal Services
Jibril Mohamud, Somali TV OMNI, SPLC
Marion Newrick, Community Information Centre for City of York
Mohamed Omar, Dixon Youth Network
Sherry Phillips, Lawrence Heights Community Centre
Luanne Rayvals, For Youth Initiative
Barry Rieder, Jane Finch Community Ministry
Dwayne Shaw, Project Assistant, Supporting Our Youth
Gary Singh, East Metro
Orville Smith, Millennium Urban Arts Project
Ken Sosa, Children's Aid Society of Toronto
Chelsea Takalo, South Etobicoke Youth Assembly and Rexdale Community Health Centre
Eva Tavares, Resident, Lawrence Heights
Barbara Tinsley, District Manager, Toronto Public Library
Dean Vargas, For Youth Initiative
Kristie Wright, Student, For Youth Initiative
Andrea Zammit, Student, For Youth Initiative

Key Informant Interview Participants:

Miriam Bensimon, Adventure Place
Steve Burdick, Library Division Executive Member, CUPE-LW
Mario Calla, Executive Director, COSTI Immigrant Services
Ed Castro, Co-ordinator, West Scarborough Boys and Girls Club
Darlene Clarke, Executive Director, Youth Clinical Services
Debbie Douglas, Executive Director, Ontario Council of Agencies Serving Immigrants
Rob Howarth, Community Consultant, Coordinator of Toronto Neighbourhood Centres and member of the steering committee of the Toronto Civic Action Network
Anne Longair, Manager, Social Housing and Support, Community and Neighbourhood Services
John Macintyre, Director, Parks and Recreation
Patricia McCarney, Director, Global Cities Program, University of Toronto
Pam McConnell, Councillor, City of Toronto
Collette Murphy, United Way of Greater Toronto
Dianne Patychuk, Social Epidemiologist, Toronto Public Health
Dale Peters, Brahms Community
Tim Rees, Access and Equity Officer, City of Toronto
Wayne Roberts, Project Coordinator, Toronto Food Policy Council
Uzma Shakir, Executive Director, Council of Agencies Serving South Asians
Sharon Shelton, Executive Director, Tropicana Community Services
Susan Shepherd, Policy Development Officer, Community and Neighbourhood Services
Carolyn Strickland-White, Administrative Co-ordinator, West Hill Community Services
Petr Varmuza, Assistant General Manager, Community and Neighbourhood Children's Services

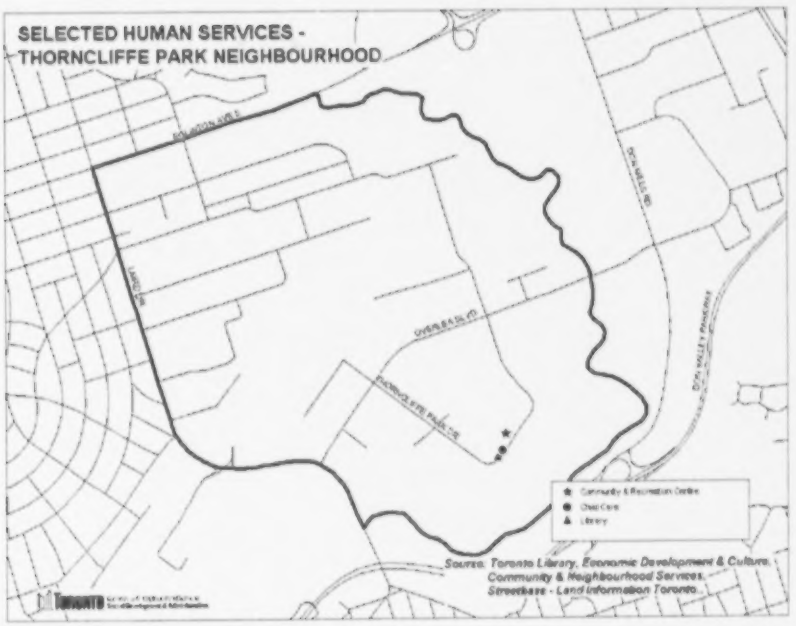
Appendix C
Neighbourhood Maps




SELECTED HUMAN SERVICES -
BLACKCREEK NEIGHBOURHOOD
Community & Recreation Centre
Child Care
Library
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services,
Streetbase - Land information Toronto.

SELECTED HUMAN SERVICES -
MOUNT- OLIVE NEIGHBOURHOOD
Community & Recreation Centre
Child Care
Library
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services,
Streetbase - Land information Toronto.

SELECTED HUMAN SERVICES -
CRESCENT TOWN NEIGHBOURHOOD
Community & Recreation Centre
Child Care
Library
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services.
Streetbase - Land Information Toronto.


SELECTED HUMAN SERVICES -
THORNCLIFFE PARK NEIGHBOURHOOD
Community & Recreation Centre
Child Care
Library
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services.
Streetbase - Land Information Toronto.

SELECTED HUMAN SERVICES -
FLEMINGDON NEIGHBOURHOOD
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services,
Streetbase - Land information Toronto.

SELECTED HUMAN SERVICES -
SCARBOROUGH VILLAGE NEIGHBOURHOOD
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services,
Streetbase - Land information Toronto.

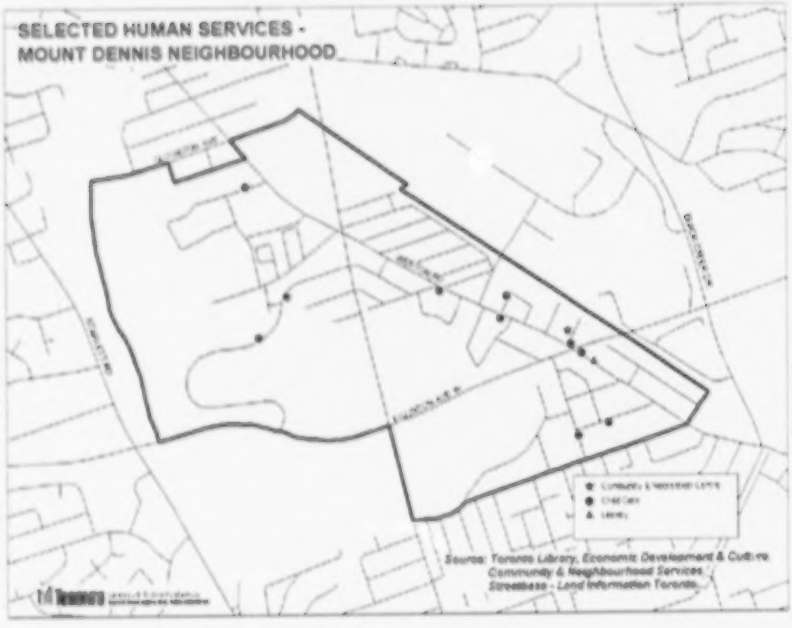
SELECTED HUMAN SERVICES -
DORSET PARK NEIGHBOURHOOD
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services
Streetbase - Land Information Toronto.

SELECTED HUMAN SERVICES -
REGENT PARK NEIGHBOURHOOD
Source: Toronto Library, Economic Development & Culture,
Community & Neighbourhood Services
Streetbase - Land Information Toronto.

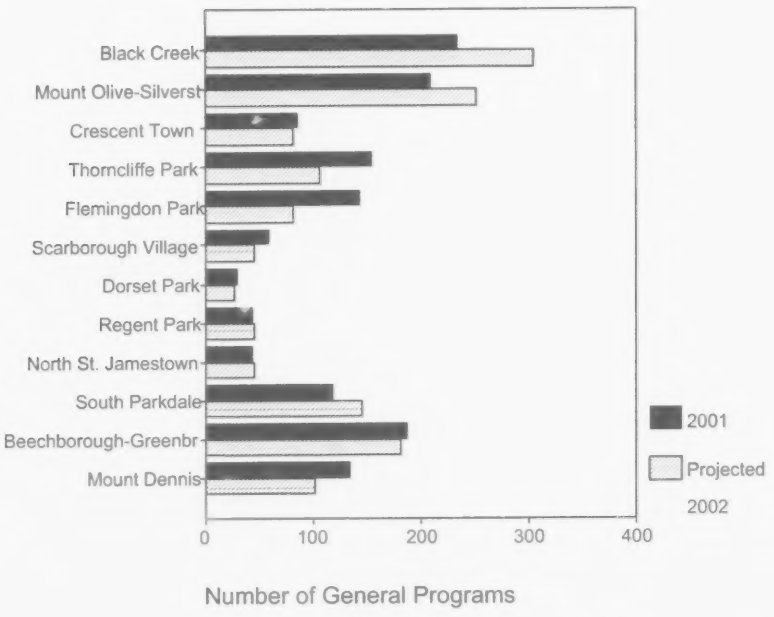
SELECTED HUMAN SERVICES -
NORTH ST JAMESTOWN NEIGHBOURHOOD

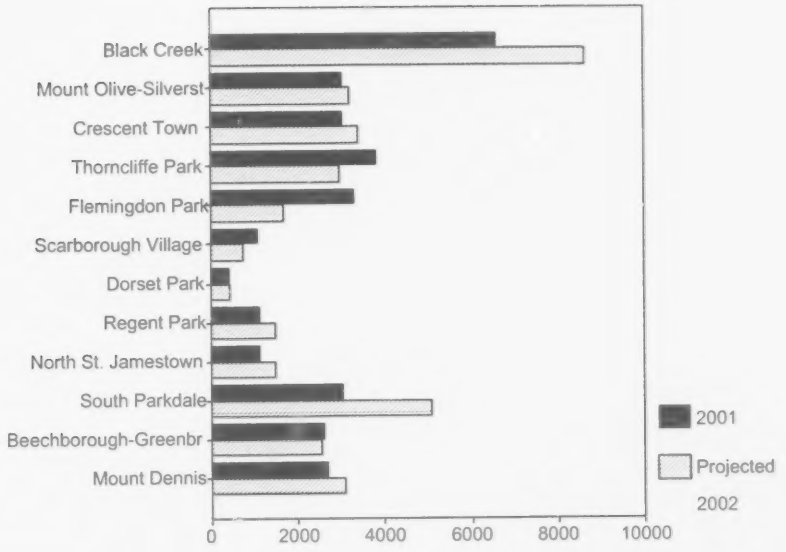
SELECTED HUMAN SERVICES -
SOUTH PARKDALE NEIGHBOURHOOD

SELECTED HUMAN SERVICES -
BEECHBOROUGH-GREENBROOK NEIGHBOURHOOD
Source: Toronto Library, Economic Development & Culture
Community & Neighbourhood Services
Streetbase - Land Information Toronto

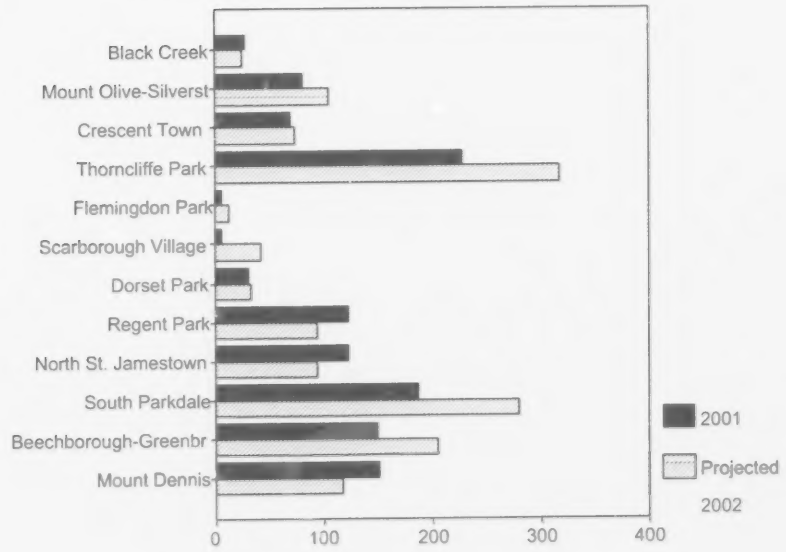

SELECTED HUMAN SERVICES -
MOUNT DENNIS NEIGHBOURHOOD
Source: Toronto Library, Economic Development & Culture
Community & Neighbourhood Services
Streetbase - Land Information Toronto

Appendix D
Public Library Graphs

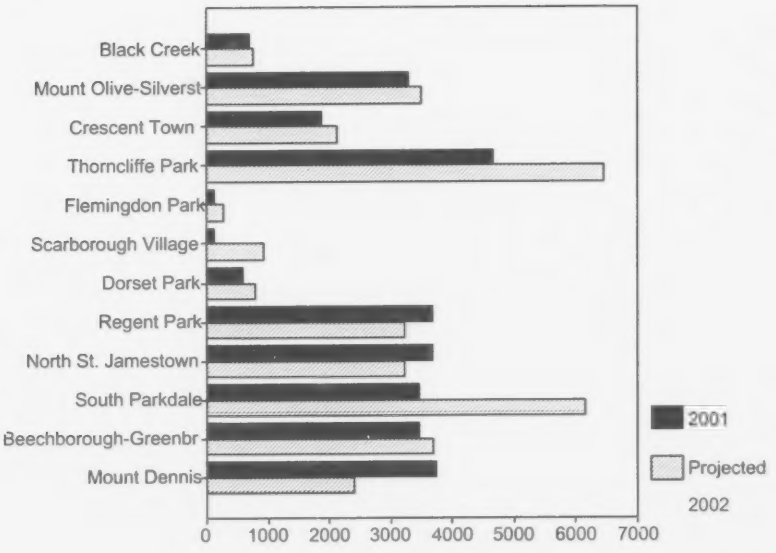




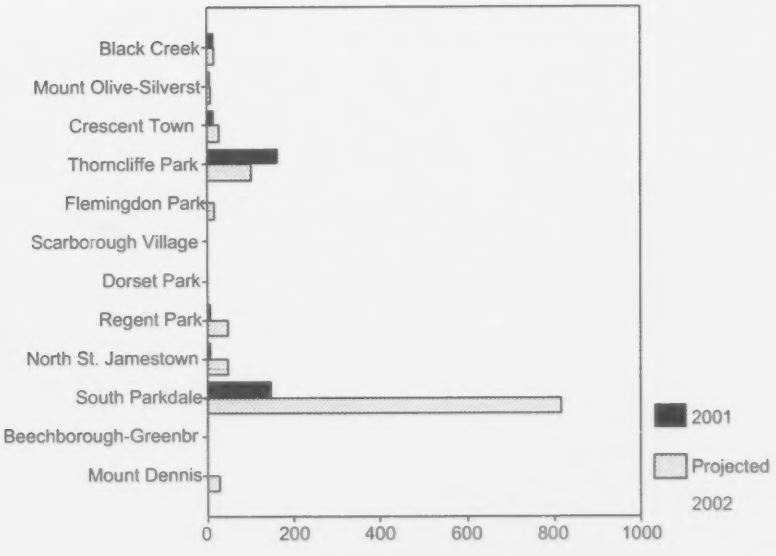
Attendance in General Programs



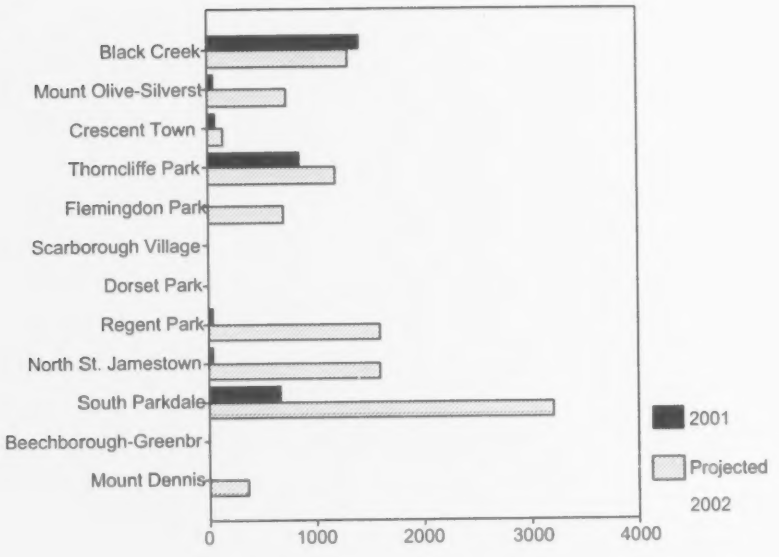
Number of Class/Group Programs



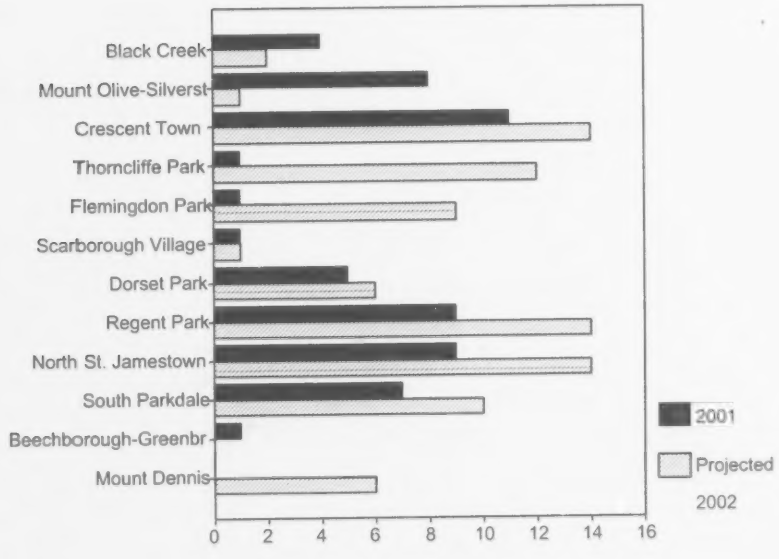
Attendance in Class/Group Programs



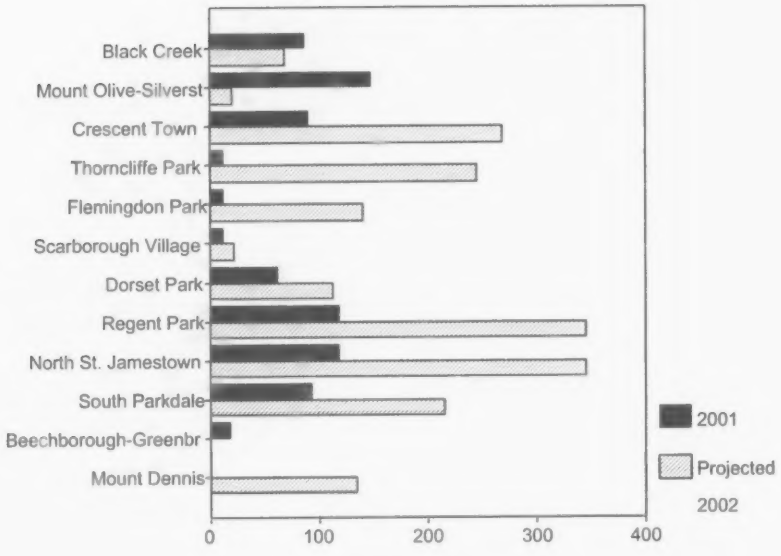
Number of Literacy Programs



Attendance in Literacy Programs



Number of ESL Programs



Attendance in ESL Programs

Appendix E
Special Neighbourhoods Priority Centres